

Iowa Prison Population Forecast FY2009-2019

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Division of Criminal and Juvenile Justice Planning

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INTRODUCTION

This is the nineteenth annual Prison Population Forecast prepared by the Division of Criminal and Juvenile Justice Planning (CJJP). The impetus for the series came from an increasing prison population (the population on 6/30/91 was 4,077, a 50 percent increase from five years earlier) combined with a realization that new prisons are expensive and take years to plan and construct.

This report has been developed to assist the Executive and Legislative Branches of government in annually assessing the impact of current criminal justice policy on Iowa's prison population. While this document forecasts Iowa's prison population through state FY2019, it is not meant to be a *prediction* of what will happen. Rather, it attempts to assess the impacts of *current* policy. While policies and procedures are not static, a document such as this helps in managing changes so that, once they occur, there has been an opportunity to plan to accommodate them. Thus, when this document forecasts a prison population of 9,025 in FY2019, it is suggesting that recent history indicates that population pressures on Iowa's prison system may have abated somewhat, but still exist.

This year's forecast suggests that current policies and procedures will result in a smaller prison population in ten years than all previous forecasts except the most recent. Nonetheless, after a brief period of decline, this forecast shows a resumption of increases in FY2011. Some of the eventual increase is due to recent changes in policy. In FY2006, for example, sex offender statutes were toughened and a new "special sentence" was created. This year's forecast, as a result, projects the addition of 236 sex offenders to the population between 6/30/2009 and 6/30/2019. All of this increase is due to anticipated increases in admissions for violation of the "special sentence". A year ago, we estimated that, at the end of FY2018, there would be 123 inmates serving time due to revocation of the special sentence. The increased estimate this year is due to having one more year of experience in tracking special sentence violations, which have been higher than originally estimated. That said, there is still some uncertainty in determining the long-term impact of sex offender legislation passed in 2005.

In FY09 Iowa continued to exhibit a high rate of incarceration for African-Americans. Trends suggest that this rate will continue through the projection period, with African-Americans accounting for nearly 26 percent of the population (up from about 22% in 2002). The violent crime initiative of the mid-1990's continues to disproportionately affect African-Americans; while about 15 percent of African-American inmates were serving "70%" sentences on 6/30/09, trends suggest that this will increase to 21 percent by the end of FY2019 (the projected increase for white inmates is from about 9% to 13%). The Forecast projects an increase of 470 inmates serving "70%" sentences by the end of the forecast period.

There is some guesswork involved in preparing a forecast. As suggested above, an example is found in attempting to estimate the impact of the sex offender legislation passed in 2005. Among the features of the legislation was a Class A felony for some second-time sex offenders and the "special sentence" that requires ten-year or lifetime supervision of some sex offenders following completion of their original periods of prison or probation. While CJJP originally estimated that 13 offenders per year would be eligible for the new Class A sentence, as of this writing no inmates have been received under the new provision and only 35 prisoners were released from prison to the special sentence (via expiration) during FY09 (up from 19 in FY08). Another two offenders served two years on a special sentence revocation and were re-released to

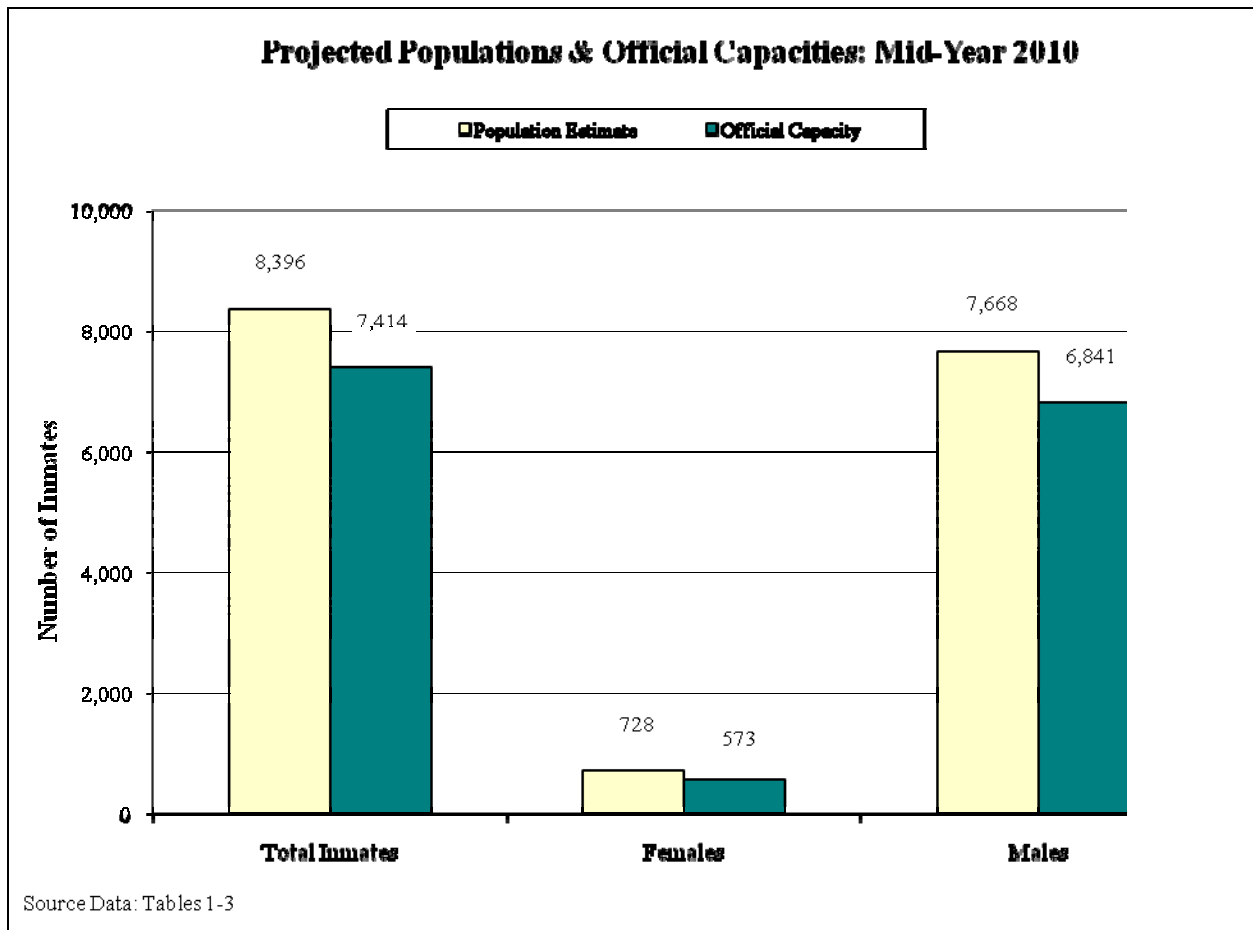
additional years of special sentence supervision. Anticipating their eventual impact on the prison population, therefore, cannot rely entirely on an examination of past justice system practices.

Thus, this report is not an attempt to *predict* the future of Iowa's prison population. Instead, it is meant to provide an indication of the direction Iowa can anticipate its prison population will move under current policies and procedures. As these are modified, the State can anticipate different results in future forecasts.

SHORT-TERM OUTLOOK

Iowa's prison population is expected to drop between the end of state FY2009 and FY2010, although the population is expected to continue exceeding official prison capacity. By June 30, 2010, Iowa's prison population is expected to exceed official capacity by about 982 inmates, or by about 13 percent, if current offender behaviors and justice system trends, policies, and practices continue (Table 1).¹ Women's facilities are expected to hold about 155 more inmates than the official capacity, and men's facilities are expected to hold about 927 more inmates than the official capacity (Tables 2 and 3)

The level of crowding in women's facilities is expected to exceed the level of crowding in men's facilities until new beds are opened in FY2012. The female inmate population at the end of FY2010 is projected to exceed capacity by about 27.1 percent, and the male inmate population is projected to exceed capacity by about 13.8 percent.



¹ Tables may be found in the appendix.

LONG-TERM PROJECTED POPULATIONS

Total Inmates

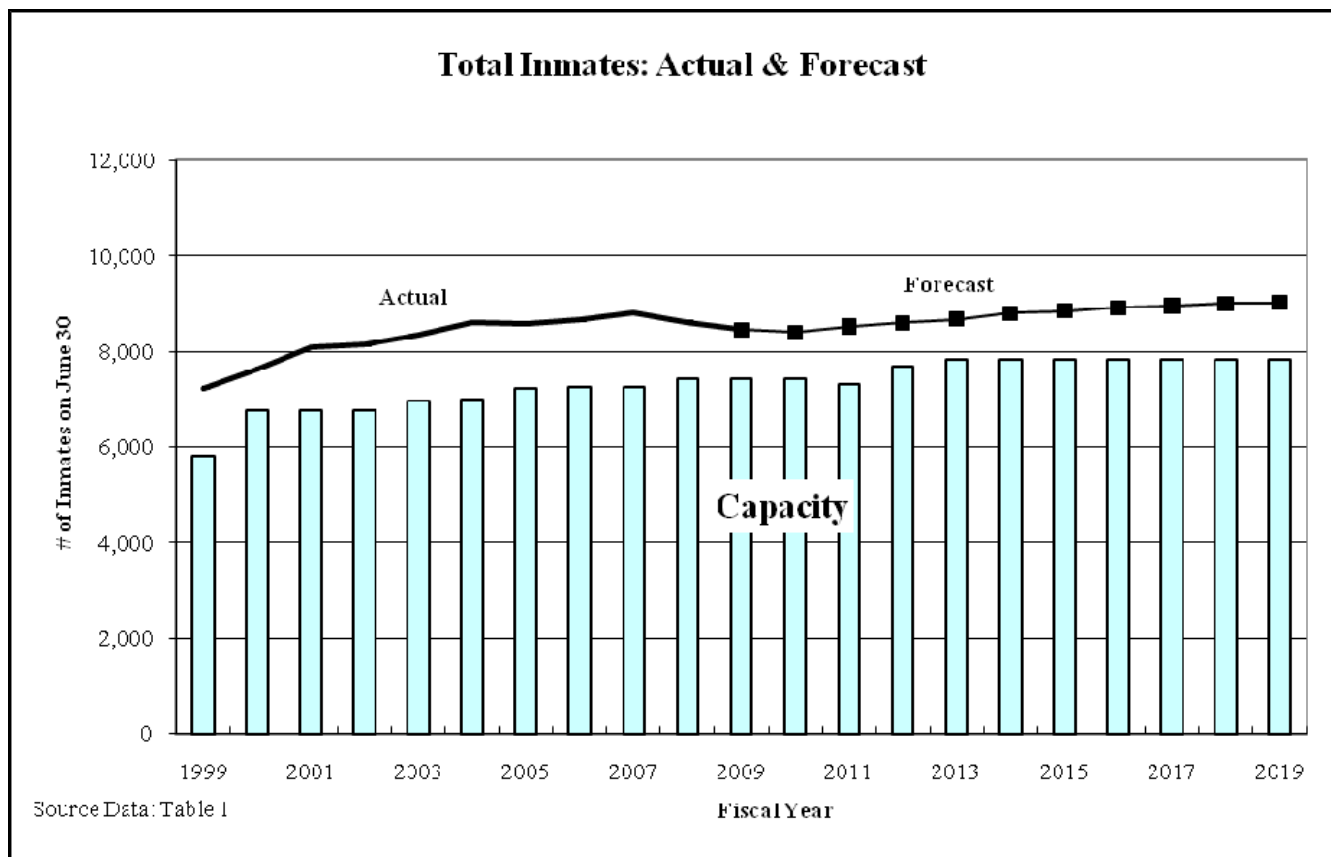
If current offender behaviors and justice system trends, policies, and practices continue, Iowa's prison population may be expected to increase from 8,455 inmates on June 30, 2009 to about 9,025 inmates on June 30, 2019, or by about 6.8 percent over the ten-year period (Table 1).

Male & Female Inmates

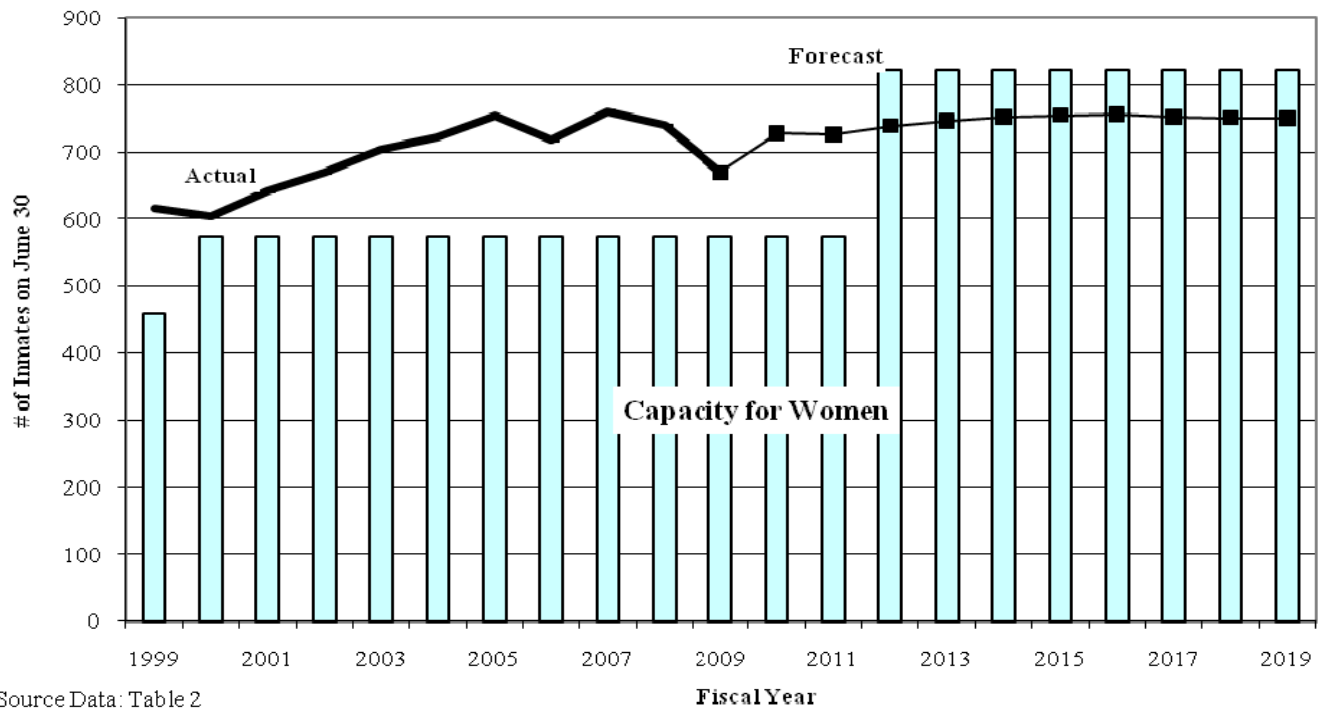
Decreases in the women's prison population during three of the past four years leads to the conclusion that the population will either stabilize or continue to drop. Due to decreases in commitments of women to prison, the female inmate population is projected to increase between FY09 and FY10 and then stabilize at around 750 later in the next decade (Table 2). The population of male inmates is expected to increase by about 6.3 percent during this same period (Table 3).

Prison Capacity

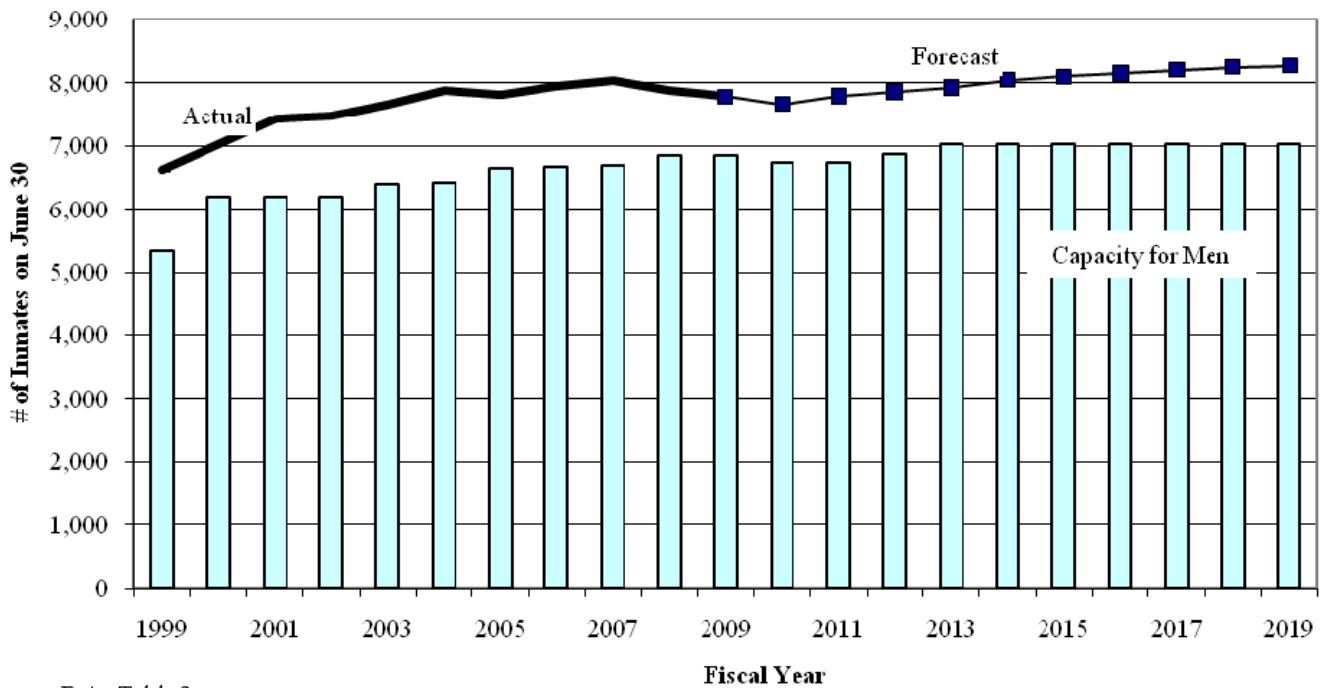
When compared with official Department of Corrections prison population capacities, and taking into consideration currently-planned increases in prison capacity, the female inmate population is projected to fill 91 percent of official capacity, and the male inmate population is projected to exceed capacity by about 18 percent, by mid-year 2019 (Tables 2 and 3).



Female Inmates: Actual & Forecast



Male Inmates: Actual & Forecast



FACTORS INFLUENCING PRISON GROWTH

The Forecasts for this year and last paint a picture unlike previous forecasts, which have consistently projected significantly increasing prison populations in Iowa. While this year's Forecast suggests a population increase in ten years, it also suggests that the record-high populations of FY2007 won't be reached again for another five years. It also suggests that there should be a *reduction* in population in FY2010.

Last year, CJJP projected 8,900 inmates by mid-year 2018, if current offender behaviors and justice system trends, policies, and practices continued. The current forecast for mid-year 2018 is 8,999, or 99 more inmates than projected last year – and a forecast population of 9,025 by mid-year 2019.

The primary difference between this year's forecast and last year's is that this year's shows only a one-year decline in population before a resumption of population increases, while last year's showed decreases through FY2014 . So what has changed?

This increase from last year's forecast appears to be due to two primary factors:

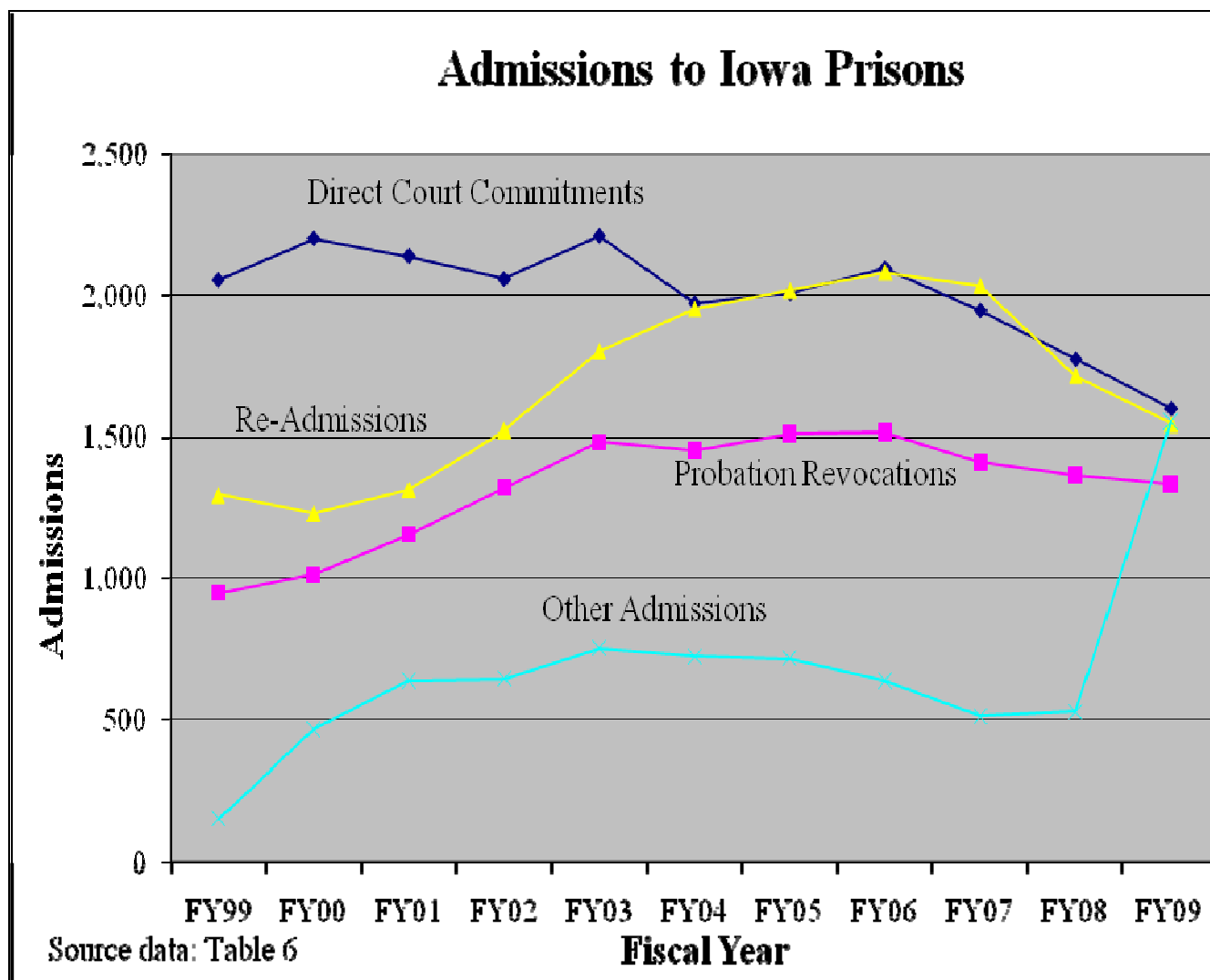
- **A continuing drop in paroles and an accompanying rise in average time served prior to release.** For the third consecutive year, the average length-of-stay for first releases from prison increased. This increase was seen for nearly all groups released from prison, particularly Class C and Class D felons and those serving enhanced sentences. While some of this drop would have been anticipated because of the creation of the Special Sentence -- which eliminates the need to parole sex offenders in order to provide post-release supervision -- all types of offenders save those serving sentences for OWI have seen increases in time served since FY2005. The number of parole releases also dropped for the third consecutive year, reaching a level comparable to FY2001.
- **An underestimation in FY08 as to the impact of Special Sentence revocations.** A year ago CJJP forecasted that there would be 15 inmates serving sentences for revocation of the "special sentence" at the end of FY09. The actual number on June 30, 2009 was 35. While this may not appear significant, given the small number of former inmates and probationers under special sentence supervision in the community, it represents a much higher rate of revocation than previously seen for sex offenders in Iowa. So, while last year CJJP forecasted 123 special sentence revocations in the prison population on June 30, 2018, this year that figure is 313 at the end of FY2018 and 314 one year later. Given the short period of experience in dealing with the special sentence, it would not be surprising if the actual figure in ten years were higher, in part because no effort has yet been made to determine the expected level of second-offense special sentence revocations (which have a five-year term).

While changes enacted in the 2004 and 2005 legislative sessions will eventually assist in stemming the growth of the inmate population, these changes have had minimal impact through the end of FY2009. The foremost of these changes modified the mandatory minimum terms which had previously required that some inmates serve 85 percent of their terms. The change allows the Board of Parole to release affected inmates after serving 70 percent of their sentences (which still expire at 85 percent). This change has allowed the release of a number of Class C felons since its passage, but no impact will be seen on affected Class B inmates until at least

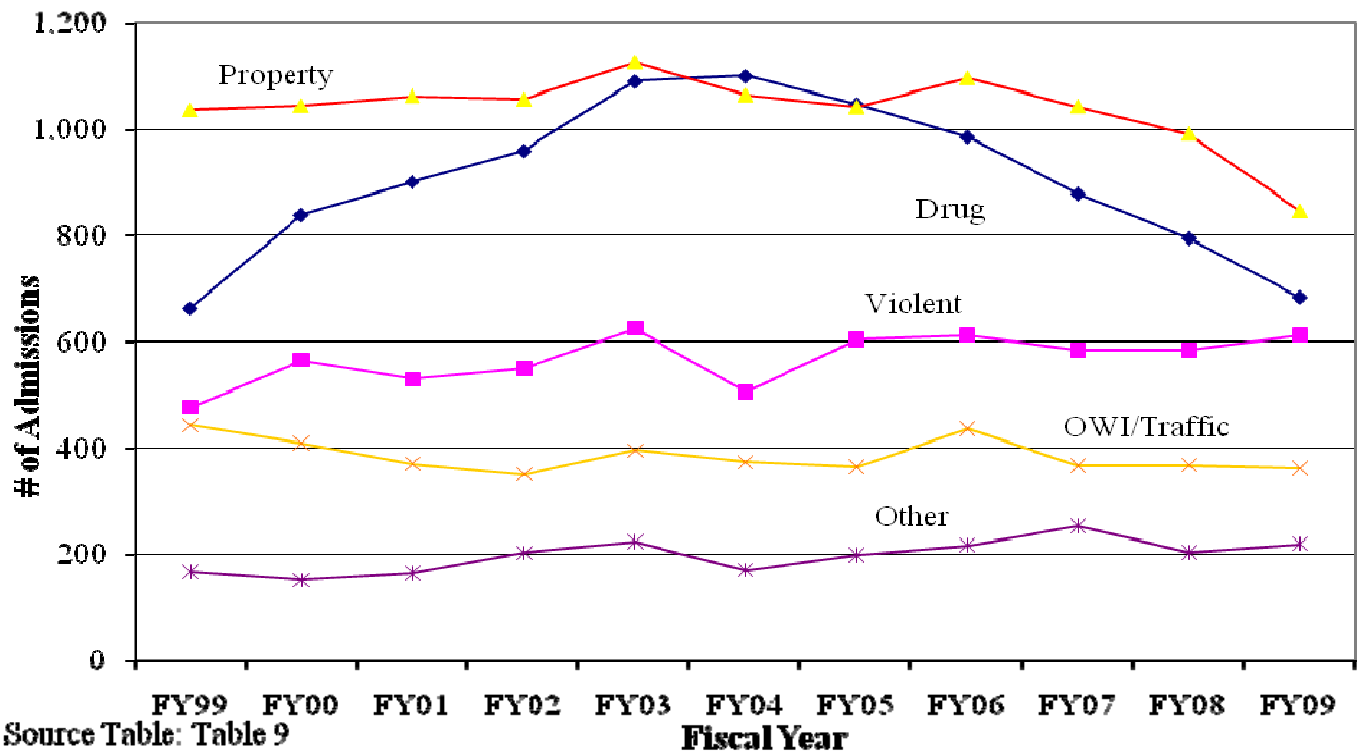
2016. The major growth in the prison population through 2019 will be among those serving 70 percent sentences.

While over the long term there has been steady increase in new prison admissions (new court-ordered commitments and probation revocations), because of the drops experienced in FY2007 through FY2009, new admissions are now expected to rise slightly over the next ten years (with a change from 2,889 admissions in FY2009 to about 3,027 admissions in FY2019 (Table 7). Readmissions, which also dropped in FY09, are expected to increase from 1,811 admissions in FY2009 (including violators) to about 2,004 admissions in FY2019, or by about 30.7 percent. If FY2010 shows a continued decrease in both new commitments and returns, one can expect that these forecasted FY2019 figures will be much lower next year, as this year's forecasted figures are still heavily influenced by the substantial increases that occurred between FY1999 and FY2006.

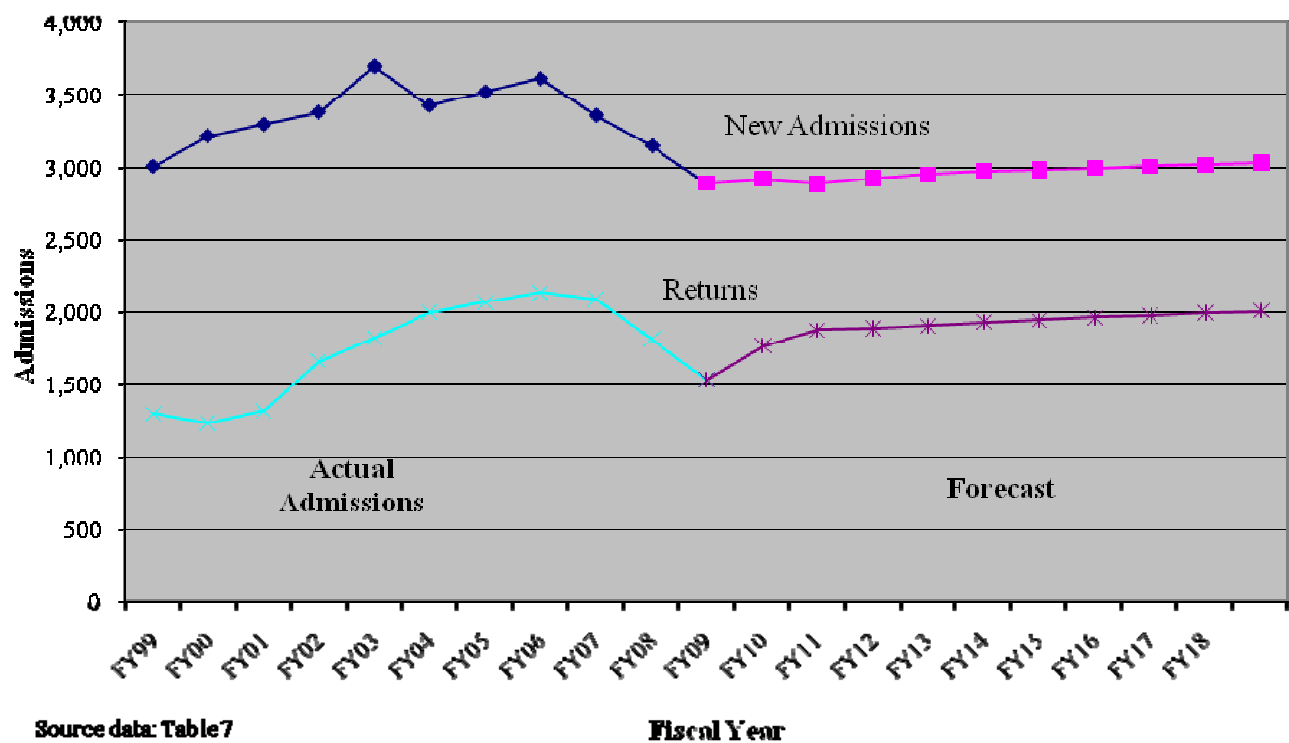
In the chart below, note that the dramatic increase in other admissions seen in FY09 was a one-time occurrence due to flooding of the Linn County Jail and the temporary holding of Linn County Jail inmates in institutions of the Iowa DOC.



New Admissions by Offense Type



Prison Admissions: Actual & Forecast

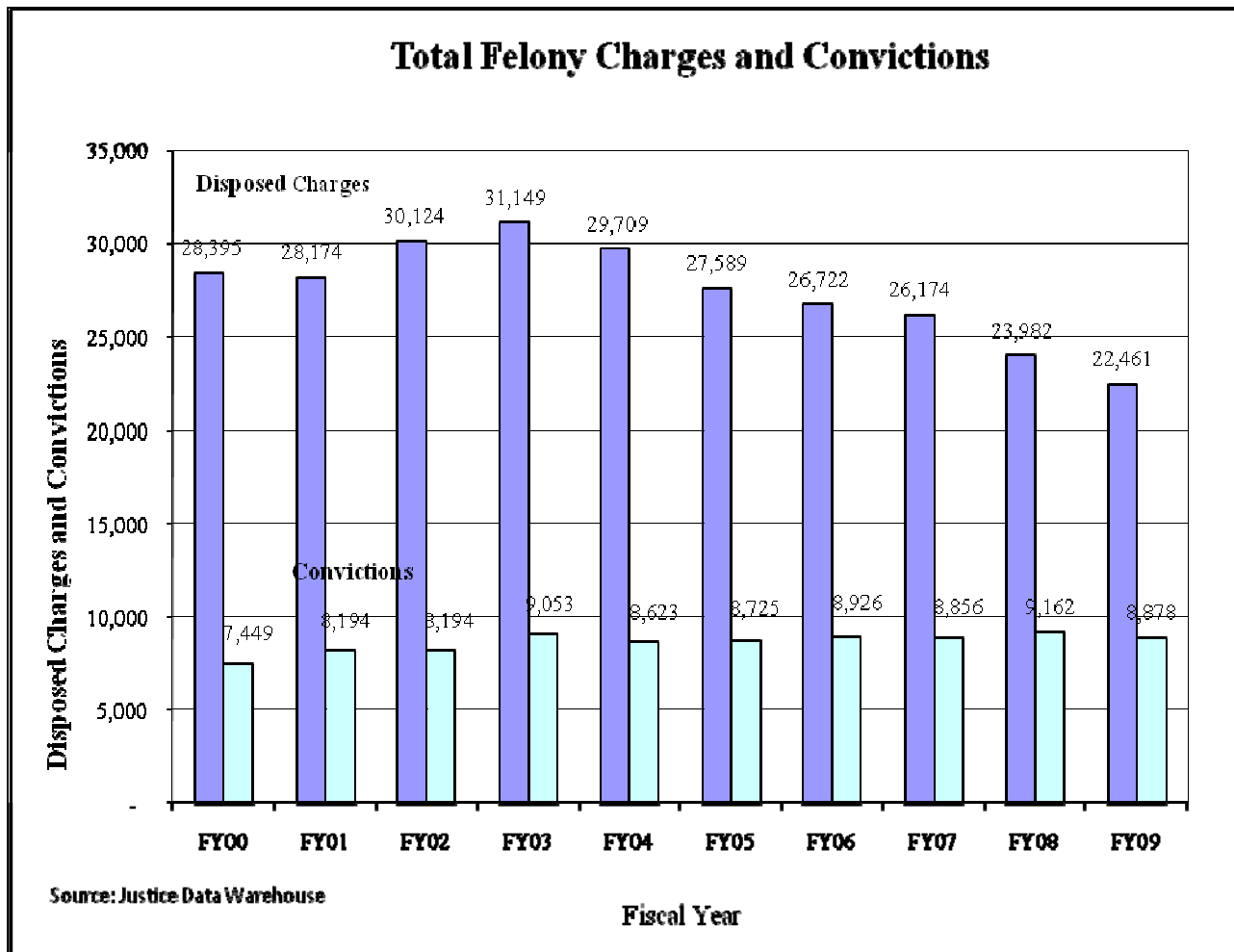


There are other factors which, while their impact may not be so direct, appear to influence the prison population:

- **Decreases in Felony Charges Disposed**

Projections of new prison admissions are informed by felony charges disposed and felony convictions in the Iowa District Court. As shown in the chart below, felony charges have peaked and then dropped since FY2000. Overall, felony charges disposed have dropped 28 percent since FY2003, with a six percent drop from FY08 to FY09. It is also noteworthy that the largest decreases have taken place among the most serious crimes: since 2003, filings of Class B felonies have dropped 46 percent. With decreases during the last five fiscal years, trends analysis suggests that felony charges are likely to stabilize or continue to drop.

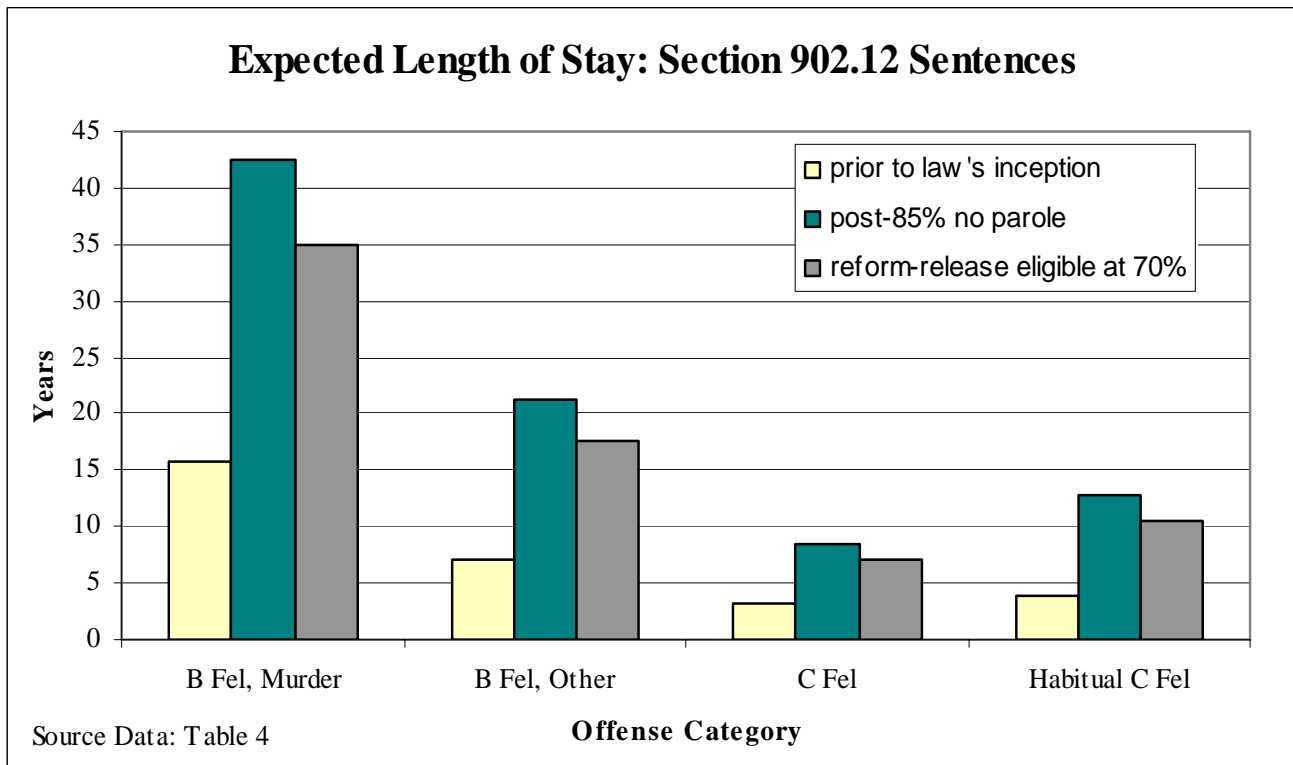
Compared to disposed charges, felony convictions over the period have remained relatively stable. Total felony convictions have dropped just two percent since FY03, with a 3.1 percent drop between FY08 and FY09 (9,162 to 8,878).



- **Changes in Sentencing and Parole Eligibility**

The Violent Crime Initiative (*Iowa Code* section 902.12), effective FY1997, abolished parole and most of the earned time for a number of violent offenses and required at least 85 percent of the maximum term be served. The offenses originally affected included all Robbery and second degree Murder, Sexual Abuse, and Kidnapping. Attempted Murder and certain instances of Vehicular Homicide were added effective FY1998.

Due to these changes, the expected length of stay for these offenses increased greatly (Table 4). However, under changes enacted during FY2004 and FY2005, all persons previously admitted to prison for these crimes have become eligible for parole or work release after serving 70 percent of their sentences, leaving an opportunity for parole between 70 percent and 85 percent. The extent to which the Board of Parole releases offenders prior to the 85 percent expiration will obviously affect the size of the prison population in future years. Sixty-five of these offenders were released in FY2009 (compared to 88 in FY08). CJJP estimates that 38 of these offenders would not have been released in FY09 if the original 85 percent requirement were still in effect.



As of 6/30/09, of the 862 inmates serving minimum sentences under Iowa Code section 902.12, CJJP estimates that 320 would have been released by 6/30/19 under the original 85 percent law. If this group, instead, were released at their 70 percent eligibility date, 499 will have been released. If release occurs, on average, midway between 70 percent and 85 percent, 386 will have been released. In addition, CJJP estimates that another 27 Class C 70 percent felons yet to be admitted will have been released prior to the end of FY2019 (who would **not** have been released under 85 percent provisions). Remember that the impact of the change to 70 percent on Class B felons will just start having an impact in FY2016, at which point the first of these offenders will become eligible for parole consideration, so the long-term impact of the change is more considerable. In January, 2018, when the first Class

B 70 percent felons would have been released under the original 85 percent law, there will be 111 Class B inmates who will have passed the 70 percent point of their sentences and will be eligible for parole or work release. There will be 165 of these Class B offenders eligible for release under the 70% requirement as of 6/30/19; only twenty-three of these Class B offenders would have been released by 6/30/19 under the original 85% law.

By mid-year 2019, CJJP estimates that about 1,329 prisoners will be serving time under these mandatory sentencing provisions (not including 38 sex predators). While there is expected to be stability in the number of those serving 70% Class C sentences (a change from 324 to 326), CJJP estimates that those serving 70% Class B sentences will rise from 520 to 953, as the first of these offenders will not become eligible for parole until mid-2016. Additional, substantial effects of these laws on the prison population will be realized beyond this forecasting period. For estimates of the make-up of the prison population in future years, see Table 10.

It should be noted that a high percentage of those serving sentences under 902.12 are African-American. Of the non-70% offenders in prison on 6/30/09, 24.6 percent were African-American. Of the 70% offenders, 36.5 percent were African-American. Thus, it will be difficult to reduce the racial disparity in Iowa's prison population without somehow modifying 70% sentences.

In addition to the Violent Crime Initiative, the Sexual Predator law (Chapter 901A, *Iowa Code*) effective in FY1997, imposes the requirement that certain repeat sex offenders serve 85 percent of the maximum term, *and* increases those maximum terms from the sentences that would otherwise have been imposed. While recent sentencing changes provide for parole eligibility for those sentenced under the Violent Crime Initiative, parole remains abolished for offenders sentenced under Chapter 901A. On June 30, 2009, there were 36 offenders serving sentences under Chapter 901A (including one lifer).

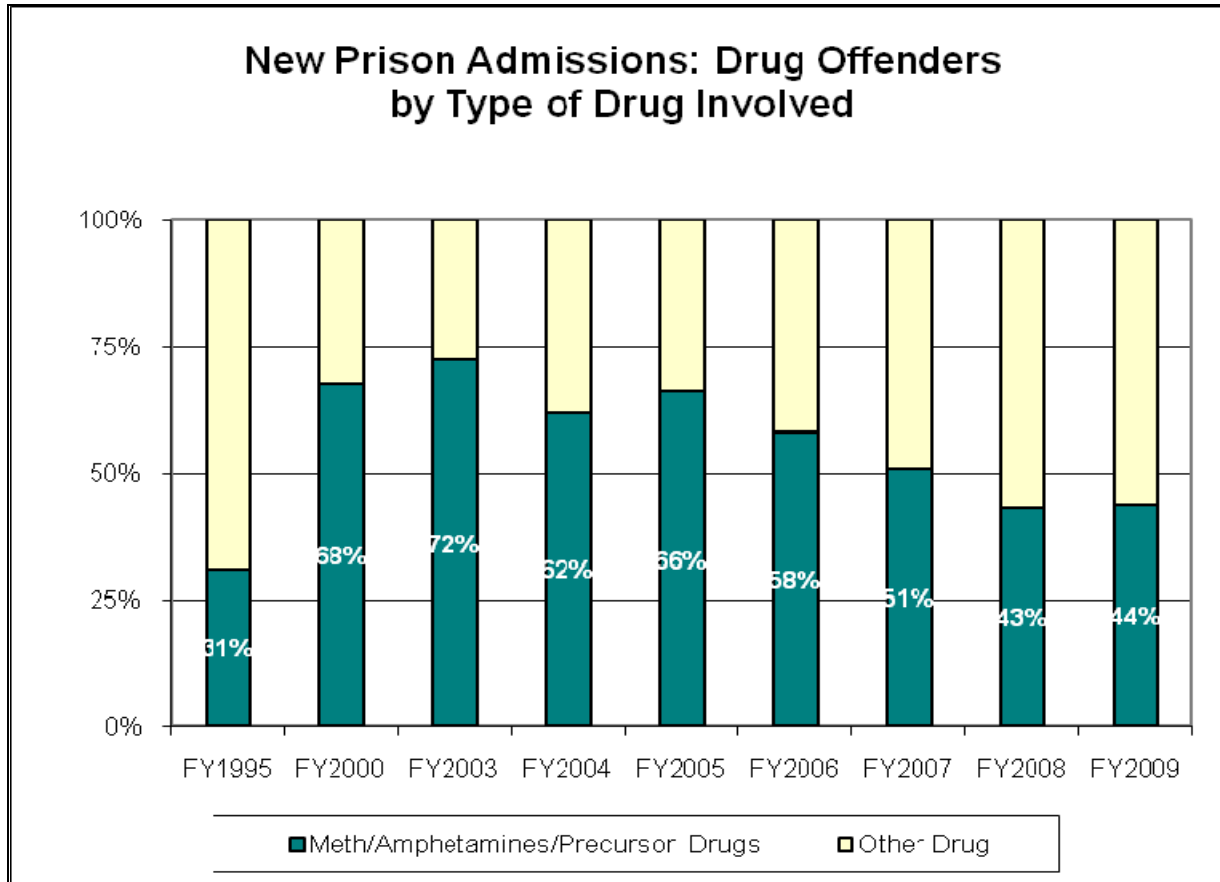
- **Admissions of Drug Offenders**

Although FY2009 saw a fifth straight year of declines in drug admissions to prison (from 795 to 684), increased admissions of drug offenders has been one of the driving forces behind rising prison populations in Iowa for more than the past decade. Since the end of FY2001, about 28% of Iowa's prison population has entered prison after conviction for drug crimes. In addition, there are obviously other inmates who have been committed to prison for non-drug crimes which stem from drug involvement.

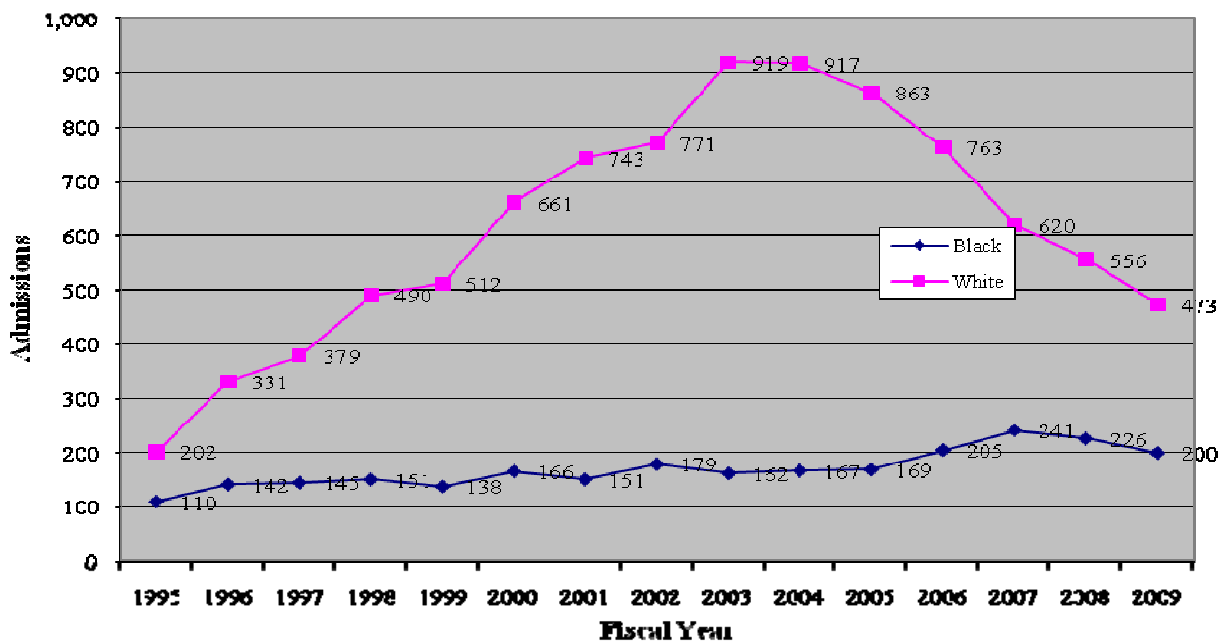
As time passes, it becomes more evident that the rise in drug admissions that peaked in FY2004 was related to the manufacture and trafficking in methamphetamines and a subsequent focus on the apprehension and prosecution meth dealers and users. CJJP analysis of Department of Corrections' records reveals that, of drug offenders admitted to prison during FY2009, about 44 percent had offenses involving methamphetamines, amphetamines, or precursor substances. Based on this information, CJJP estimates that prison admissions for meth-related drug crimes increased from about 244 admissions in FY1996 to 299 admissions in FY2009, with an estimated high of 805 in FY2003.

Another factor pertaining to drug commitments that bears continued inspection is the relationship between Iowa's historically high rate of African-American imprisonment and drug commitments. As admissions for methamphetamines rose from the 1990's through

2004, the percentage of white drug admissions also rose, as meth tends to be a “white” drug. As meth admissions have dropped, however, there has been a tendency for cocaine-related admissions – who are principally black -- to increase. While all races showed a drop in new drug-related admissions in FY09, white admissions dropped by 83 (from 556 to 473) and black admissions dropped by only 26 (from 226 to 200). As a result, the percentage of black drug-related admissions reached its highest level (29.2%) since 1996.



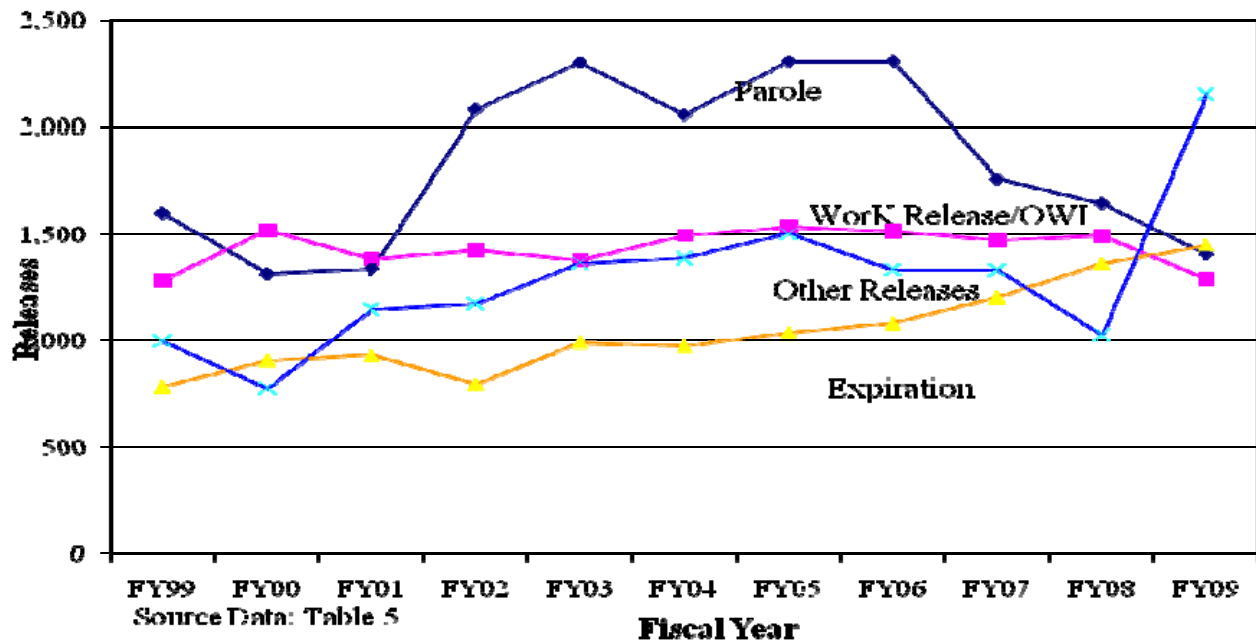
New Drug Admissions to Iowa Prisons



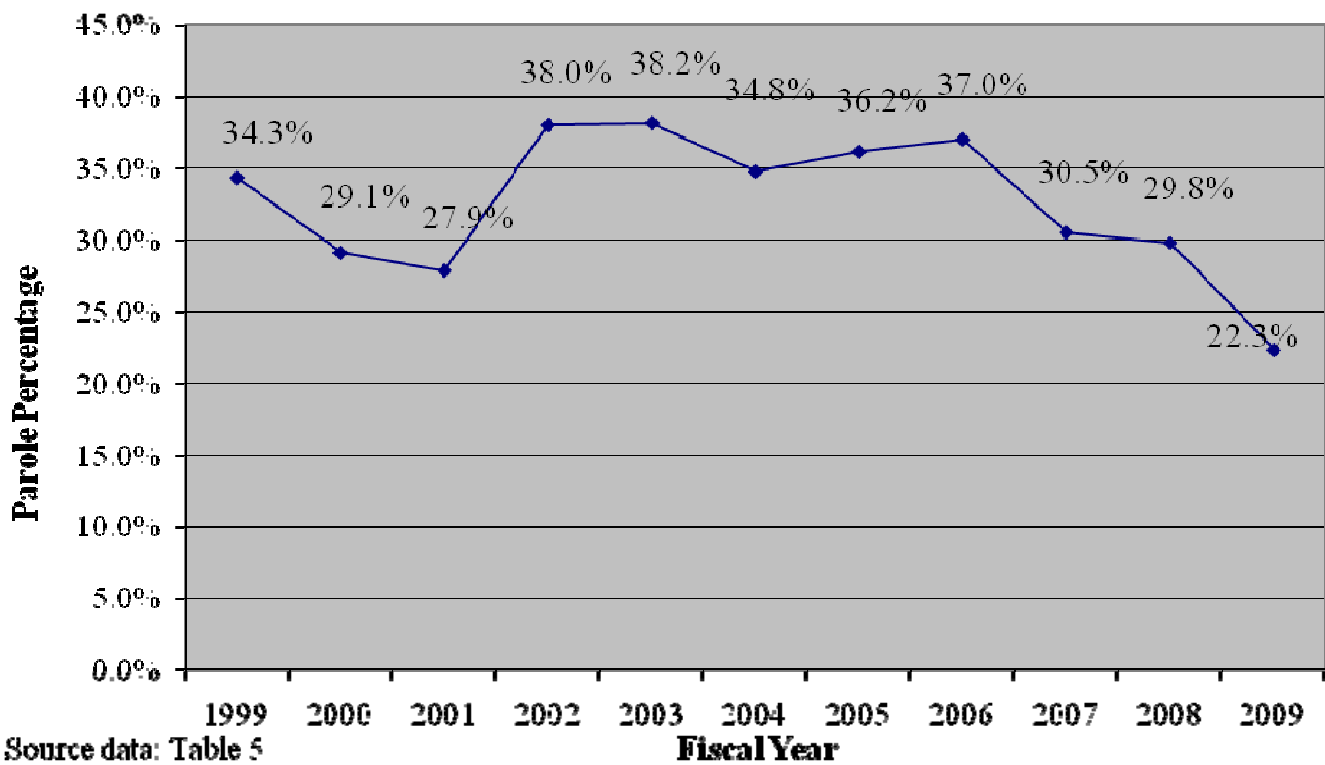
- Increases and Decreases in Paroles

After record-high paroles in FY06 (2,307), paroles in FY09 dropped to their lowest level since FY2001 (Table 5). As a percentage of total releases, paroles also dropped to their lowest rate since FY2000-2001. From FY99 to FY2008, 33.8 percent of all releases were paroles; the figure in FY09 was 23.0 percent.

Prison Releases FY1999-FY2009



Paroles as a Percentage of Final Releases



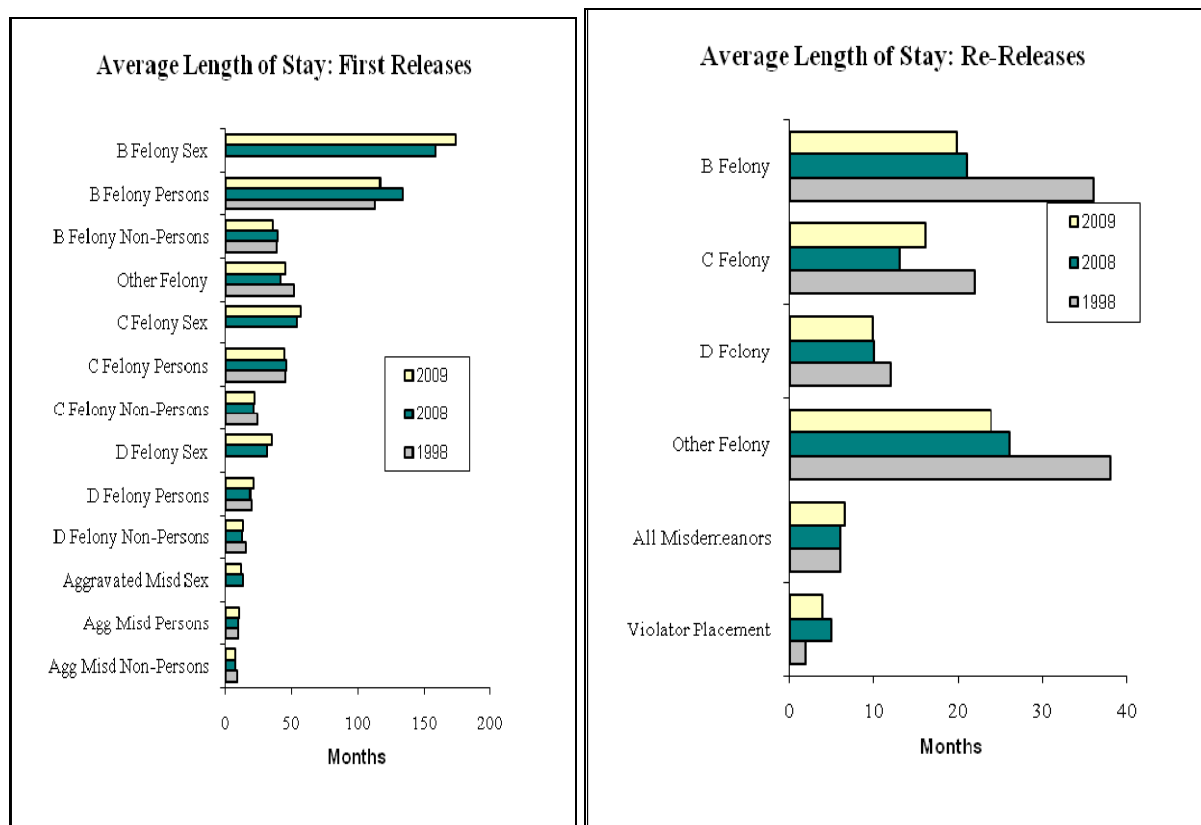
- Increases in Inmate Average Length of Stay**

As parole releases rise and fall, average time served for departing inmates also tends to rise and fall. Analysis of time served is done by class and offense type for two groups: new inmates who are leaving prison for the first time, and inmates who have previously been released but have returned and are being released for a second or subsequent time. Average time served for the second group tends to be shorter than the first because of their having usually served a significant portion of their sentences prior to their original release.

Average time served in prison prior to release for rose slightly for both new admissions and returns in FY2009 (Table 4).² Comparing FY09 figures with FY98, one sees a mixture of increases and decreases, with offenders committing crimes against persons more likely to show increases and other offenders showing decreases. Inmates released for a second or subsequent time on a sentence in FY09 tended to serve less time than was true in FY98, although there were some slight increases from FY08.

Note that sex offenders in every category tend to serve more time in prison than other inmates within the same offense classes. With the creation of a “special sentence” in 2005 that provides for post-incarceration supervision for all sex offenders, CJP expects this trend to continue.

² See the section “Forecasting the Prison Population” for a description of admission and release categories.



Source Data: Table 4. Data prior to FY2004 are based on samples of released prisoners. Length of stay figures do not reflect the amount of time that will eventually be served on crimes for which parole has been abolished (see page 9). “Other felony” category includes habitual criminals and some drug offenders.

Note, too, that slight variations in average length-of stay can have considerable impact on the prison population. If the 3,059 “first release” inmates in FY09 had been released at the same point as “first release” inmates in FY08 (i.e., in 21.4 months instead of 22.5 months), the result would be 280 fewer inmates, less those returned for violations. Thus, the size of the prison population is very sensitive to variations in average length-of-stay.

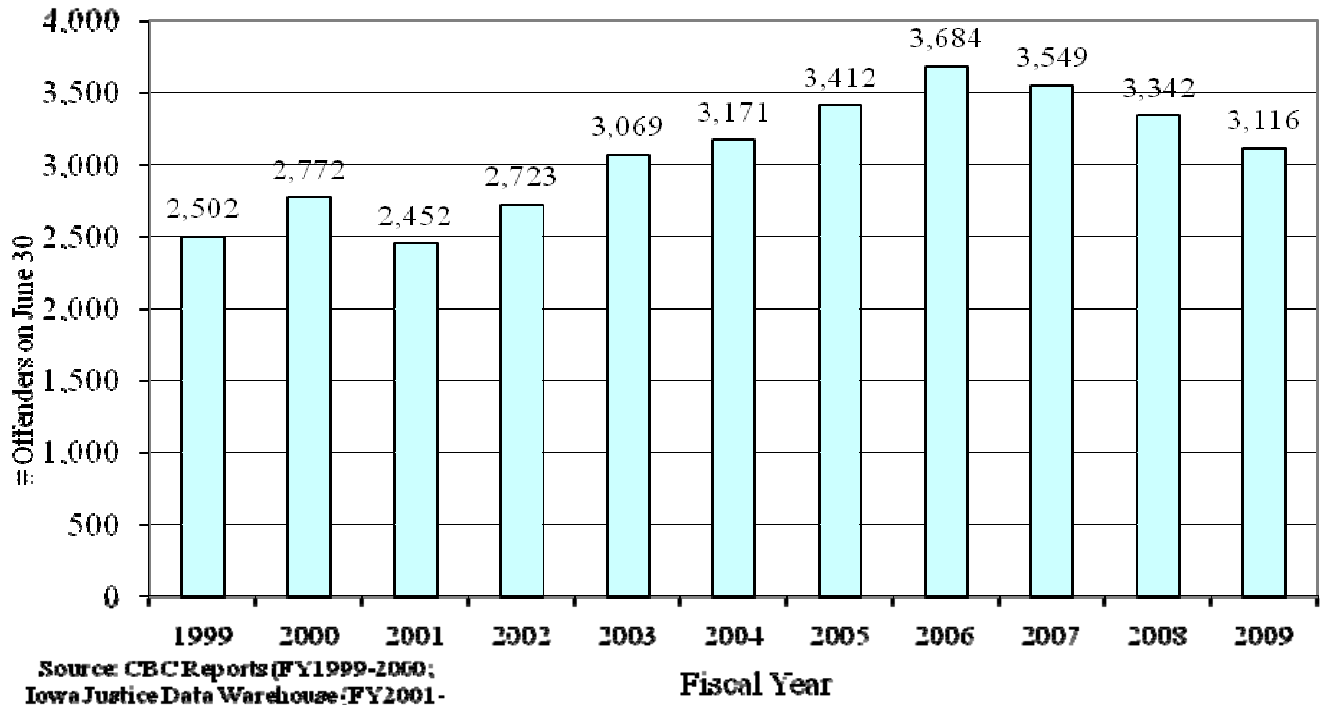
- Increases in Community-Based Offender Populations**

As shown in the charts below, probation and parole populations have generally increased over the past ten years, which in turn have led to increases in probation and parole revocations to prison. The end-of-year probation population increased from 19,626 offenders in FY1999 to 22,436 offenders in FY2009, or by about 14 percent. The parole population increased from 2,502 offenders in FY1999 to 3,116 offenders in FY2009, or by about 24 percent. While the probation population appears to have reached a plateau, the parole population has dropped during the past three fiscal years as paroles have decreased.

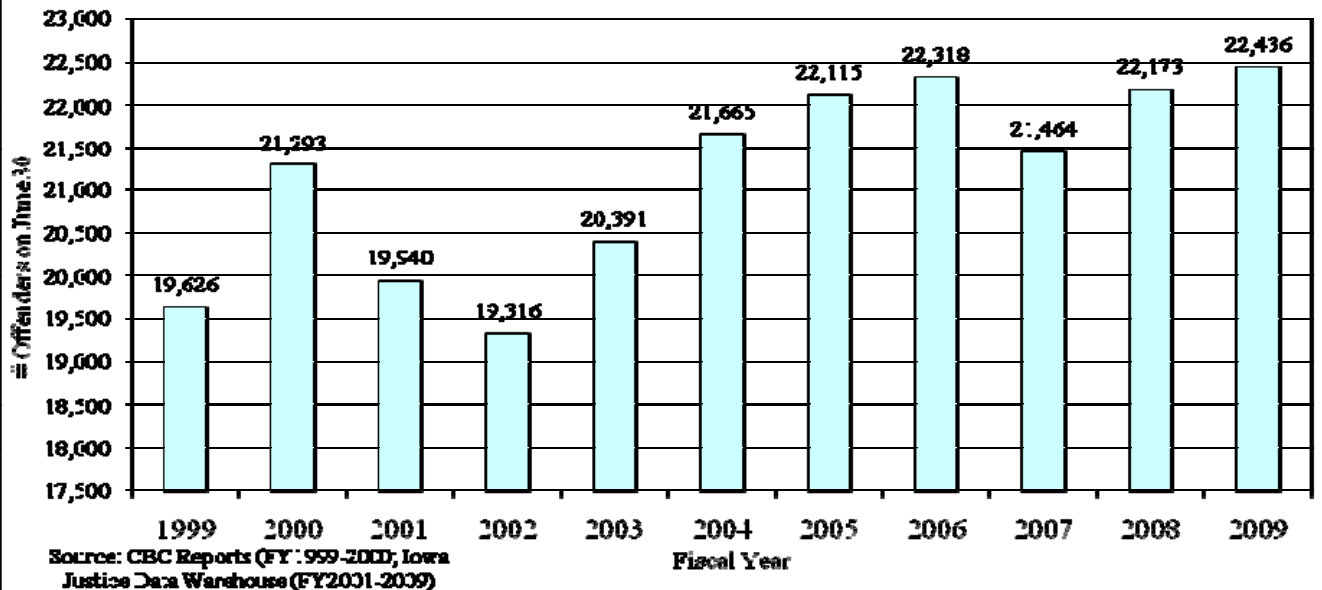
Between FY2000 and FY2001, the district departments of correctional services switched database systems; it is believed that community-based corrections statistics greatly improved as a result of this switch. Consequently, system officials believe that the apparent large decline in field supervision populations between FY2000 and FY2001 was due mainly to the change in reporting systems. Still, there remains the possibility that the observed increase in probation revocations to prison that peaked in FY2006 may also be reflecting an increase in revocation rates (in addition to an increase in probationers).

Projection of readmissions to prison of release violators is informed by the parole population count for the years FY1999 through FY2009. The recent drop in the parole population contributed to a drop in returns during FY07, FY08, and FY09 after a long period of increase.

End-of-Year Parole Populations (Field Supervision)



End-of-Year Probation Populations (Field Supervision)



- **Housing Federal Prisoners/Detainees**

Much of the increase in “other” prison admissions and releases in recent years is due to the housing of federal prisoners/detainees (Tables 5 and 6). At mid-year 2009, there were 91 federal prisoners/detainees in Iowa prisons. For purposes of the prison population forecast, it is assumed that this number will remain constant throughout the forecast period.

- **New Concentration on Sex Offenders**

In response to a particularly heinous rape and murder of a young girl, in 2005 the Iowa General Assembly enacted legislation that significantly toughened sentences for sex offenders, primarily those whose victims are children. Three of the provisions of this legislation will have particular impact on the prison population:

- Life sentences for second and subsequent sex offenses
- An increase in the severity of penalties for some categories of Lascivious Acts with a Child
- Establishment of ten-year or lifetime post-release supervision for felony sex offenders (the “special sentence”).

Based on analysis of past admission trends, CJJP in 2005 estimated that the new Class A provision would result in admissions of 13 new Class A inmates per year. Although this provision has been in effect since July 1, 2005, no inmates have entered the Iowa prison system covered by this sentence. In this forecast CJJP is estimating such admissions at one every other year (accounting for five new inmates by mid-2019).

CJJP also estimates that, by mid-year 2019, revocations of the “special sentences” to be served by sex offenders will result in an increase from 35 inmates on June 30, 2009 (up from 12 a year earlier) to 314 on June 30, 2019 (up from an estimated 123 a year ago). These revocations are expected to be about evenly split between former prisoners and former probationers. One word of caution, however, Iowa has seen an unexpectedly high rate of revocation among those released to the special sentence, particularly given past research that has shown Iowa sex offenders having very low rates of re-arrest and/or return to prison. It should be noted that the number of offenders being supervised under the special sentence is rising rapidly, so it is not unexpected that the number revoked will rise similarly, in the absence of policy changes.

There has also been another impact stemming from establishment of the special sentence. Given that all sex offenders receiving the special sentence will receive field supervision upon expiring their original sentences, the Board of Parole no longer is required to approve early release of an inmate to ensure a period of field supervision. Given that fact, the Board has become more and more reluctant to release sex offenders on parole. Thus, the extent to which sex offenders are serving their entire sentences prior to release – which was already the highest of any group of offenders – has risen, further increasing the number of sex offenders in Iowa’s prison system. It is only because of a drop in sex offender commitments that the number imprisoned between FY08 and FY09 dropped.

With these new sex offender provisions, CJJP estimates that the number of offenders serving sentences for sex offenses in Iowa’s prisons will rise from 1,205 to 1,441 by mid-

year 2019 (not including those serving time for sex offender registry violations, which are public order crimes). The full impact of the new sex offender legislation is not expected to be reached until well after this forecasting period.

- **Increases in Housing Class A Felons**

Iowa has seen its population of institutionalized Class A felons rise from 198 in 1986 to 617 on June 30, 2009. Consistent with recent forecasts, an attempt has been made here to estimate what will happen to this specific population over the next decade.

To achieve this estimate, it has been assumed that current Class A felons will die or leave the prison system due to other factors after serving approximately 30 years (at an average age of about 62). If this is so, about 175 lifers will be leaving the prison system between 2009 and 2019, with peak departures in FY2018. In this case, it is projected that Iowa's Class A felon population will rise from its current level to 644 in FY2012 and then begin to drop as more inmates die or otherwise leave the prison system than are admitted. Under this scenario, the number of Class A felons is projected to be 592 at the end of FY2019 (including A Felony sex offenders).

In fact, the average time served for lifers dying in prison during recent years has been 18 years, so the estimate used above should be conservative. The median age of death for lifers in Iowa prisons has been 57.5 years. Other Class A inmates have also left prison due to commutation or by court order.

As of 6/30/09, 18 of the lifers in the Iowa Prison system were age 70 and above, further reinforcing the notion that some lifers will be leaving prison within the next decade.

As a separate group, the number of Class A sex offenders is difficult to forecast, as on June 30 there were only 15 inmates serving life sentences for sex offenses. A new Class A penalty for subsequent sex offenses was adopted in 2005, but no inmates have yet been received under this new provision. For the purpose of this forecast, it is estimated that one new Class A sex offender will be admitted every other year. With the passage of time, it will be possible to develop a more rigorous estimate of future admissions.

OPPORTUNITIES FOR CHANGE

The data contained here suggests the possibility that the decades-long pattern of increases in Iowa's prison population may have been broken, as for the third year in a row Iowa has seen decreasing admissions to its prison system.

In the past five years we've seen a stability in the prison population unseen since the mid-1980's. We've also seen the largest 5-year drop in prison population since FY1974.

That said, there are still pressures on the population that may result in a return to the pattern of increases seen long-term. While there are signs that Iowa may see a continuation of the decreases seen over the last three years – admissions for drug offenses, which have largely driven the population increases seen during the past decade, continue to drop -- there are other signs suggesting that the population will continue to rise (e.g., increasing numbers of “70 percent” inmates and a new concentration on sex offenders). These mixed signals are illustrated here by a forecasted decrease in population for the next year followed by a resumption of gradual increases.

One opportunity for addressing over-population in the prison system is the continued emphasis on the use of intermediate sanctions in the judicial districts. There is some evidence that the districts are having some success in safely maintaining offenders in the community, as in FY09 the number of probationers revoked to prison fell in five judicial districts (including the Fifth, Iowa's largest), and direct court commitments fell in seven. This is a repeat of the pattern found in FY08. Direct court commitments to prison dropped to their lowest level since FY1995 and returns to prison are their lowest since FY2002. With continued decreases in district court adjudications there is some hope that the long-term increase in new prison commitments seen by the State has reached its peak. Forecast numbers, in fact, suggest a decrease in population through FY2010 followed by a return to increasing numbers.

Another opportunity lies with the Board of Parole and the Department of Corrections. A major reason for the stability of Iowa's prison population between FY04 and FY06 was an increase in paroles. While paroles dropped in FY07, FY08, and FY09, the Board and the Department of Corrections are reported to be working more in concert to ensure that when the Board is ready to consider an inmate for release, that person has fulfilled whatever treatment requirements the Board has previously recommended.

In recent years the Department and the local Departments of Correctional Services have moved purposefully toward implementation of “evidence based practices” throughout the correctional system. Accompanying this movement has been adoption of a policy supporting more rigorous monitoring and evaluation of correctional programming. Included among the interventions are a variety of sex offender programs and a host of programs designed to facilitate an offender's transition from institution to community. Special effort was made in FY09 to use best practices to assist in reducing rates of revocation to prison, an effort that met with apparent success given the drop in revocations during the year (re-admissions were down 26 percent from FY06).

This movement toward data-based decision-making should be applauded on a variety of fronts. First, it promises more efficient use of correctional resources in a time of limited budgets. Second, it holds the promise of reduced recidivism and, ultimately, a safer Iowa. Accompanying

reduced recidivism, of course, should be a justice system more able to efficiently handle the volume of offenders coming to its attention.

On the other hand, releases from prison due to expiration of sentence are at an all-time high. This may be due to a variety of factors, including inmates' refusal of parole, the parole board's desire to incapacitate some dangerous inmates as long as possible, and previous failures on parole and/or work release (about 42 percent of the institutional expirations in FY09 had had previous release opportunities). Other factors may also come into play, however, such as lack of treatment resources in the community and high parole and probation caseloads in departments of correctional services (although parole caseloads have dropped about 250 between the end of FY08 and the end of FY09). In that context, funds allocated to community-based corrections and treatment programs are well spent, as maintaining offenders in the community is much less costly than institutionalization. As Iowa addresses the needs of its corrections system, it would be wise to ensure that community-based resources are adequate. Cuts in community-based programming will likely result in rises in institutional populations.

A further opportunity lies in Iowa's response to drug offenders. There have been some hopeful signs vis-à-vis drug offenders in the past four years, as admissions for drug offenses have dropped (particularly admissions for Class B drug offenses). Iowa should continue examining drug offenders and drug sentences to ensure that those committed to prison for drug offenses could not be handled more effectively elsewhere or, perhaps, handled in prison for shorter periods of time.

Another hopeful sign is the expansion of drug courts statewide. Evaluations have suggested that adult drug courts in Iowa and elsewhere have been successful in diverting some offenders from prison. Like Iowa's more established drug courts, the newer courts are targeting offenders who would historically have been sent to prison. As these new courts mature, it is likely that additional offenders can be safely handled in the community. CJJP released a statewide drug court evaluation in August, 2009 that offers a platform from which to work to improve Iowa's drug courts in the future.

As noted previously, during the 2005 General Assembly considerable changes were made in legislation pertaining to sex offenders. The anticipated impact of these changes (as they currently exist) is included in the population forecast presented here. Included in that legislation was the creation of a Sex Offender Treatment and Supervision Task Force, established to study and make recommendations pertaining to sex offender policies in Iowa. This body has been replaced by a Sex Offender Research Council, which has broader responsibility than the previous Task Force in helping Iowa determine how best to respond to sex offenders. To the extent that this body is successful in bringing thoughtful change to Iowa's current (and currently-anticipated) practices with regard to sex offenders, the population changes forecasted here may be increased or reduced.

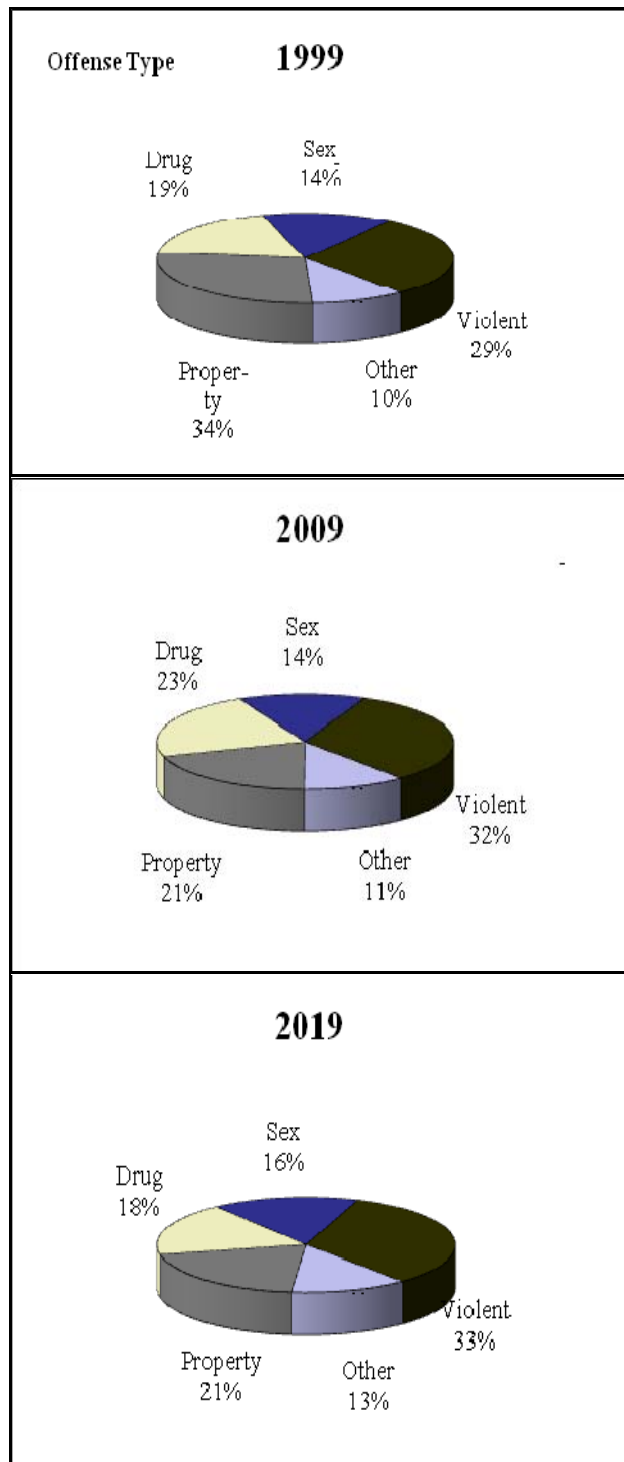
THE CHANGING FACE OF IOWA'S PRISON POPULATION

Iowa's prison population has grown from 2,890 inmates at mid-year 1988, to 7,431 inmates at mid-year 1998, to 8,455 inmates at mid-year 2009. In addition to the large increase in prisoners, the offender population has changed in regard to offense type, age, race/ethnicity and sex.

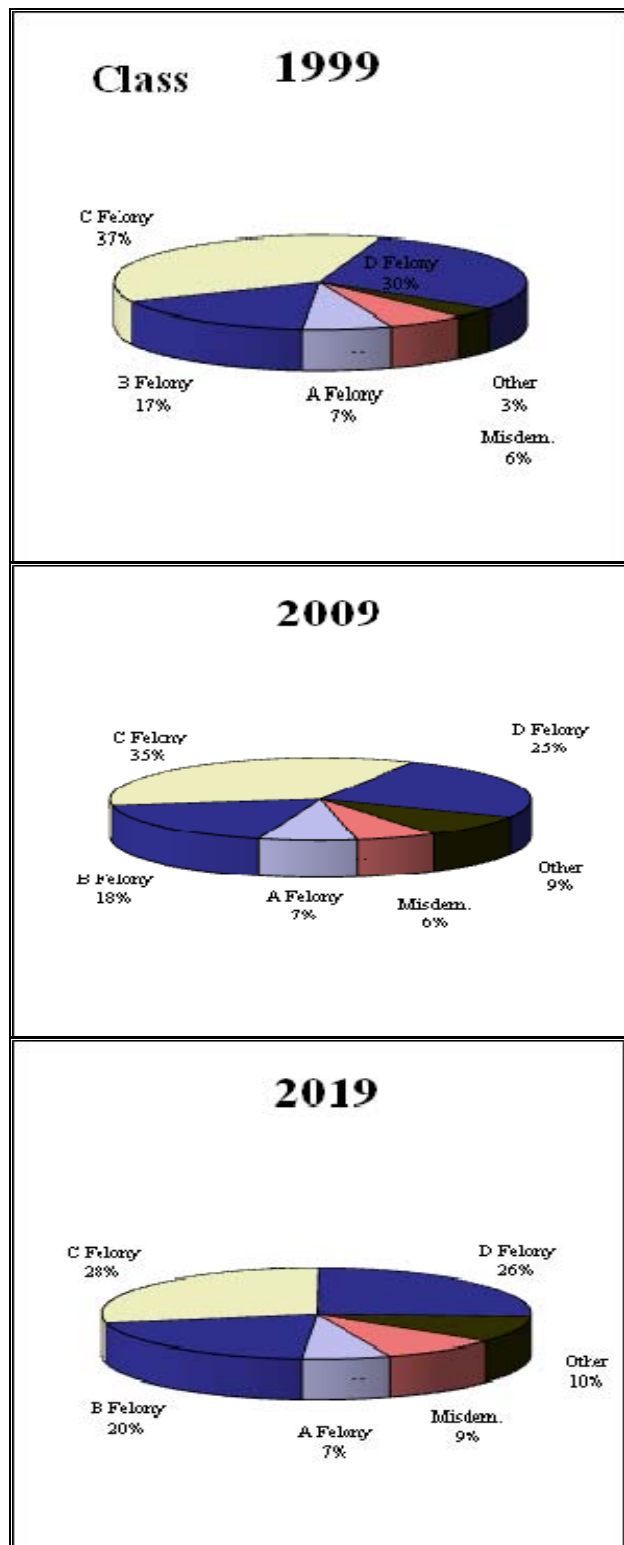
Regarding offense types, the percent of inmates serving sentences for drug crimes (as their most serious offense) has increased from two percent in 1988, to 17 percent in 1998, to 23 percent in 2009 (after reaching a high of 26 percent in FY2005). As commitments for drug offenses continue to slide, CJJP expects their representation in the prison population to also drop.

As drug offenses increased, there was an accompanying drop in property offenders over the period (40 percent in 1988 to 19.9 percent in 2009). CJJP expects the percentage of property offenders in prison to remain about the same over the coming decade.

The percentage of violent (non-sex) offenders in Iowa's prison population, however, has remained relatively stable (at around 29 percent), although a new high was reached in FY09 (32 percent). CJJP expects the percentage of violent and sex offenders to rise in the next decade as the inmates covered by "70%" sentences and new sex offender provisions increases. Note that the definition of sex offenders in this instance includes those returned for violation of the special sentence. These revocations are expected to account for all of the increase in imprisoned sex offenders during the coming decade.



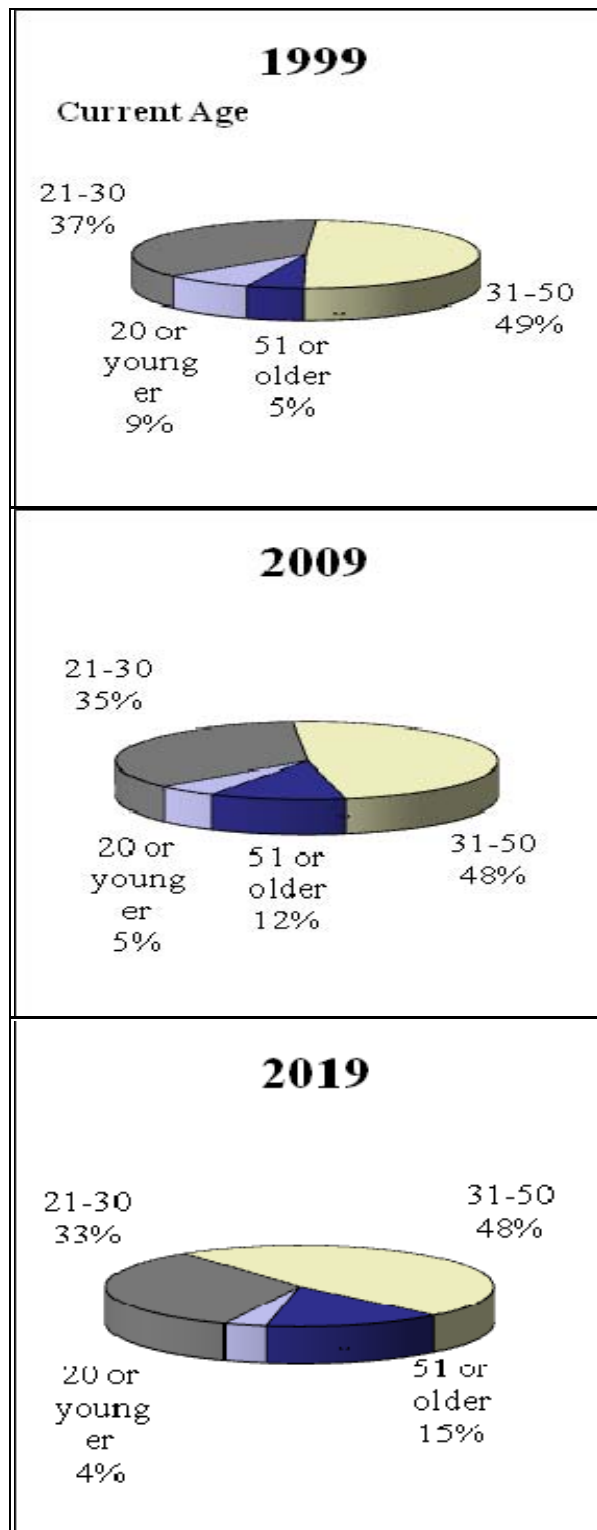
The distribution of sentences in the population has also changed over the past two decades. While there has been concern over the years about the rising “lifer” population, in fact the percentage of lifers in the population dropped between 1988 and 1998 and has risen slightly since then (8.7% in 1988 to 6.2% in 1998 to 7.3% in FY2009). CJJP predicts a slight drop in the lifer population in the coming years because of a drop in Class A admissions and expected mortality among current lifers.³ The percentage of Class C “lead” sentences is expected to drop in the next decade as the percentage of Class B and Class D felons increases. CJJP predicts that the largest increase in the population in the next decade will occur among Class B 70% felons (an increase from 520 to 953, or 83 percent). An increase in misdemeanants is also anticipated, as most of those revoked for violation of special sentence provisions are expected to be misdemeanants.



³ Lifers were assumed to exit the system after 30 years in most cases. For inmates who had already served 30 years, they were assumed to exit at age 60 (if below age 60) or 75 (if between 60 and 75). The few remaining inmates were assessed on an individual basis. The resulting figures should be conservative, as the median historic length-of-stay for lifers who have left the prison system since 1987 is 18 years; the median age of lifers who have died is 57.5.

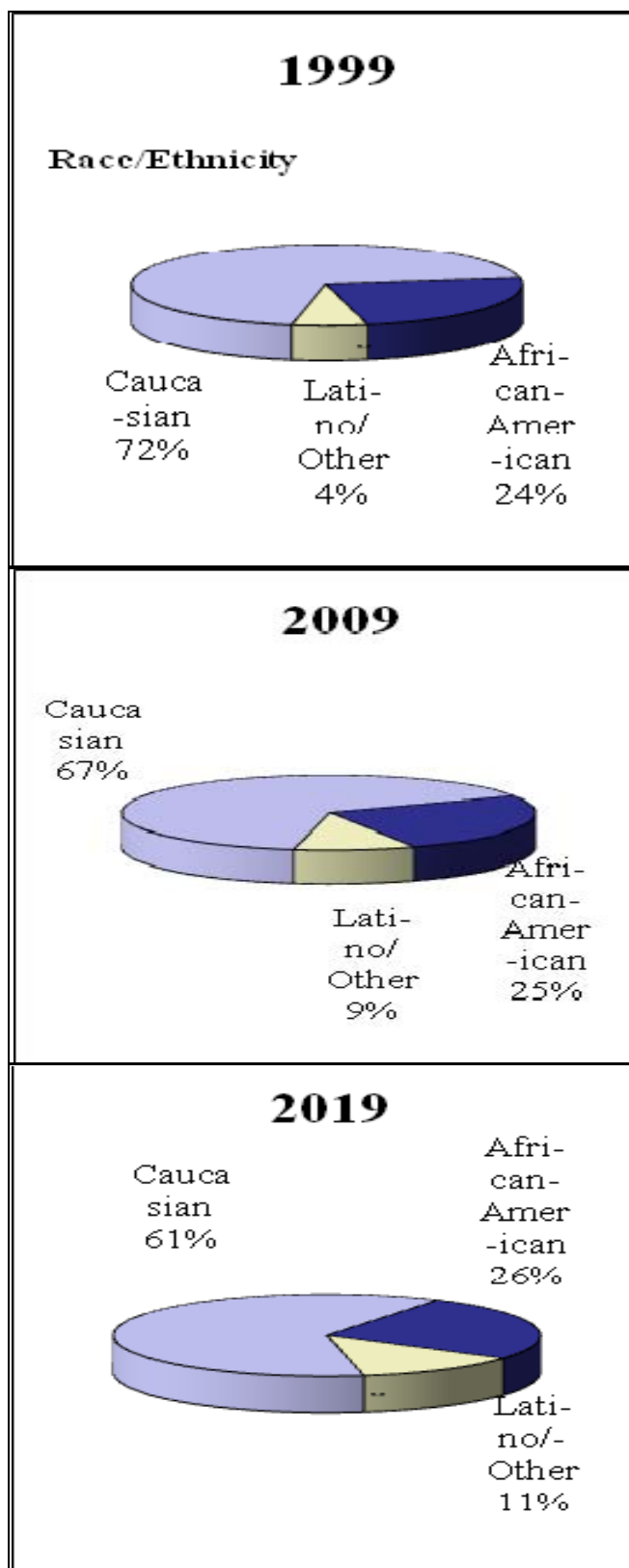
Iowa's prisoners are also older than in prior decades. The median age of the population has increased from 28 in 1989 to 32 in 1999 to 34 in 2009. During the twenty-year period, the percentage of inmates age 30 and below has dropped from 60 percent to 40 percent and the percentage of inmates over fifty has tripled.

This trend toward older populations is projected to continue, as the number of young inmates is expected to drop in the coming decade while older inmates increase. It is expected that the average age of the population will rise about two years in the decade, and the number of inmates older than 50 will rise from 976 at the end of FY09 to about 1,349 at the end of FY2019.

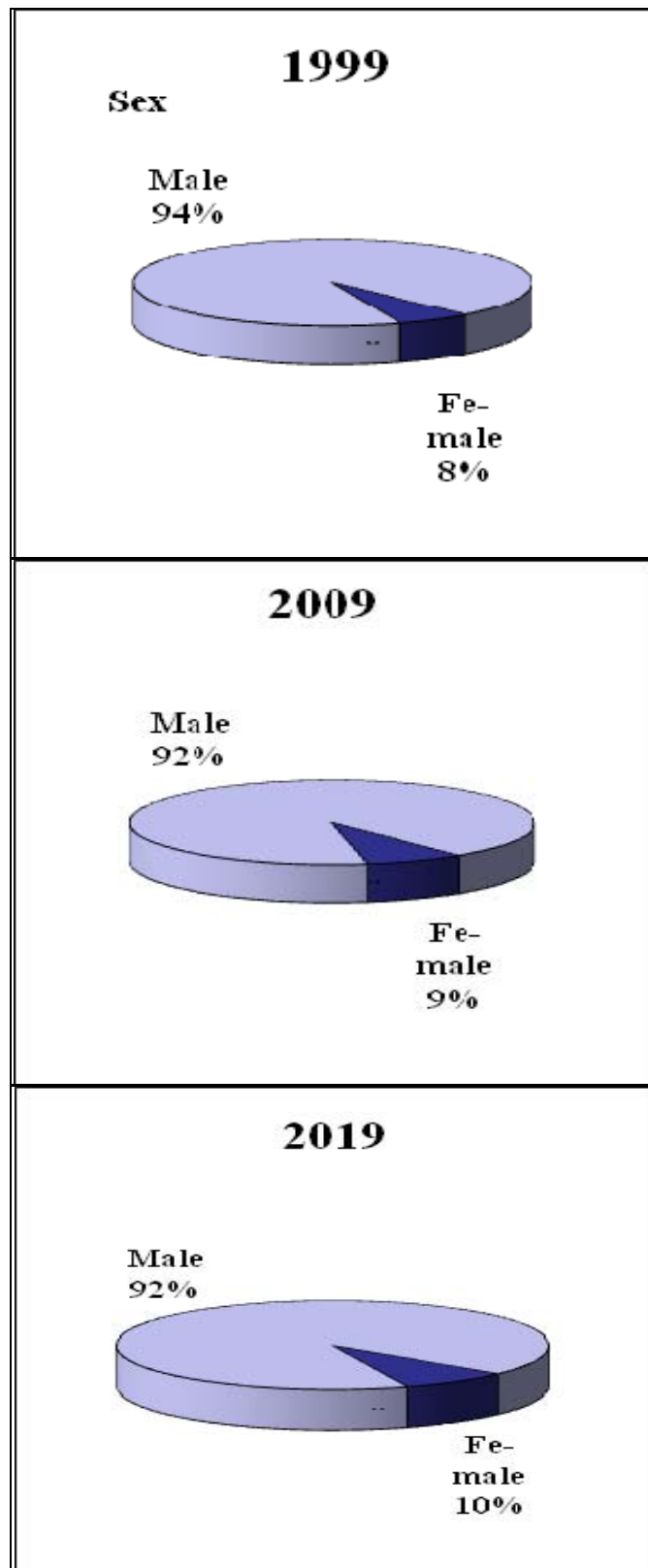


The percent of African-American inmates in Iowa's prison system increased from 21.4 percent in 1989 to 24.2 percent in 1999, to 25.7 percent in 2009, clearly showing African-American over-representation in Iowa's prisons. The percentage of Latino, Native American, and Asian inmates has steadily increased in Iowa as well, from 2.1 percent in 1989 to 6.2 percent in 1999 to 9.4 percent in 2000. Hispanics in Iowa's prison population tend to be slightly over-represented in drug crimes and OWI and under-represented in property offenses. A significant percentage of the "safekeepers" held for federal prosecution are also Hispanic.

A projection of the population by race suggests that African-Americans will continue to be over-represented in the prison population in 2019, as their percentage is expected to rise slightly in the coming years. The big change in population, however, is expected among Latino inmates, as Iowa's Latino population is expected to rise dramatically in the coming years. If the Latino prison population rises to the same extent as is projected in the general population, Iowa can expect an increase from 569 Latino inmates at the end of FY09 to 954 at the end of FY2019.



CJJP estimates that at mid-year 2019, female inmates will make up about 10 percent of Iowa's prison population. This estimate is lower than was true last year, as the female inmate population dropped between FY08 and FY09 for the third time in four years. Over time, however, the percent of female inmates has increased, from 4.6 percent in 1988 to 8.3 percent in 1998 to a high of 8.8 percent in 2005. The current forecast suggests that the female inmate population will rise between 2009 and 2010 and then stabilize around 750 for the remainder of the decade. It would not be surprising if this estimate is too high, as the ARIMA model used to forecast the population reflects long-term changes well but does not necessarily react well to short-term changes such as the recent drop in female prison population.



FORECASTING THE PRISON POPULATION

Benefits of Forecasting

- To make a determination of the number of inmates who may be incarcerated at some point in the future, if current justice system trends, policies and practices continue.
- To simulate alternative corrections futures based on specific changes in laws, policies and/or practices. For example, data from the forecast are used extensively in estimating changes resulting from proposed legislation.

Iowa's Forecasting Model

The statewide prison population forecast and policy simulation model used by the Division of Criminal and Juvenile Justice Planning (CJJP) is a matrix that distributes Iowa's prison population over the projection period by quarter. There are three basic components of the model:

- *Projected prison admissions.* This is accomplished through analysis of historical prison admissions data, obtained from the Adult Corrections Information System (ACIS), the Iowa Corrections Offender Network (ICON), and felony charges and convictions disposed from the Iowa Justice Data Warehouse (which includes statewide court information). Projected admissions are made for various offense classes and types of offenses (e.g., Class C 70% offenders, Class C violent [non-sex] offenders, Class C sex offenders, and Class C non-violent offenders) in two separate categories described below. Sex offenders as separate categories have been broken out since FY2006, in part because sex offenders tend to serve higher percentages of their sentences than other offenders. Projections are accomplished through ARIMA modeling, a statistical time series technique, with adjustments based on knowledge of recent law changes that may not yet be reflected in observed trends.
- *Projected average length of stay.* This is accomplished through annual data collection conducted by CJJP utilizing ACIS and ICON information. Projected average lengths of stay are made for various offense classes and types of offenses in two separate categories described below.
- *Projected releases of offenders who are incarcerated at the onset of the projection period ("decay").* This is accomplished through analysis of the prison population at the beginning of the projection period combined with historical data on numbers of inmates released. This year's forecast uses a technique begun in 2007, using three different calculations based upon the inmate group:
 - The average length of time inmates have been released prior to their discharge dates;
 - The average length of time inmates with mandatory terms have been released following expiration of the mandatory term;
 - The average length of time served prior to release.

One significant change was made to the model in 2007 is continued here, made to correct what had been perceived as a weakness of previous forecasts. This change relates to the timing of the release of new and returned inmates. In previous forecasts, releases for the preceding year were analyzed to obtain an average length of time spent in prison prior to release for each class of inmates. Then, as the projected number of new or returned inmates in a particular class reached that length of time served, they were all "released" by the model at that length of time.

The problem with this approach is that Class D inmates serving time for violent offenses, for example, are not *all* released after identical lengths-of-stay. Rather, releases take place over a period of time depending on such things as the heinousness of the crime, the inmate's prior record, institutional misconduct, and so forth. Thus, using these Class D inmates as an example, they may be released after serving only a short period of time or, conversely, may be held until their sentences expire.

The practical problem caused by the original approach is that it tended to escalate the population forecast in the short term, as it did not "allow" for early releases. As a result, adjustments were made elsewhere in the model each year to counterbalance the artificial short-term increase.

To rectify this problem, rather than applying the *average* time served for each class of inmate, Forecasts since 2007 have applied the *distribution* of releases for the previous year. Returning to the example above, if ten percent of the Class D violent releases in FY09 left prison within the first quarter after admission, the model applied this figure to the projected number of admissions in this class in the first quarter after admission. If the model projected ten admissions of inmates in this class during a quarter, one of them was counted as having left during that quarter, leaving nine still in prison. Conversely, if 20 percent of these Class D inmates expired their sentences after three years (due to earned time) the model "kept" these inmates in prison through three years. Use of this methodology has eliminated the artificial population rise seen in early drafts of the forecast in previous years, necessitating less "adjustment" of short-term population estimates.

Prison admissions and average length of stay data are analyzed within two broad categories based on the type of prison admission:

- *New Admissions* are new court-ordered commitments and probation revocations. Length of stay for this category is defined as time served in prison prior to first release (which may be parole, work release, expiration of sentence, etc.).
- *Readmissions* include all offenders who had one or more prior unsuccessful conditional releases on their current commitments, along with probation and parole violators and those revoked from OWI facility placement. Length of stay for this category is defined as the time served in prison from the last admission (or readmission) to release (which may be parole, work release, expiration of sentence, etc.). Please note that, while this category is labeled "readmissions", it includes some offenders who were not previously incarcerated; examples include OWI offenders who were directly placed in community-based OWI treatment facilities but were later revoked.

Admissions are further categorized by whether or not the crime was a sex offense or another crime against persons. Crimes against persons are those offenses involving death, injury, attempted injury, abuse, threats, coercion, intimidation or duress. Examples of crimes against persons include all forms of homicide, assault, robbery, terrorism, child endangerment, first degree burglary, and first degree arson. Examples of crimes not against persons include burglary and arson offenses other than first degree, drug offenses, forgery, theft and weapons possession (as opposed to use).

Regarding length of stay figures as contained in this report:

- “*No parole*” groups marked with an asterisk (*) in Table 4 denote the *expected* length of stay of prisoners sentenced under Section 902.12 or Chapter 901A, effective for persons committing certain violent crimes after July 1, 1996. Data for Class C “no parole” inmates are estimated in this manner for the period between FY1997 and FY2004, but FY05-FY09 data reflect actual length of stay.
- *Expected average length of stay for sexual predators* sentenced under Chapter 901A was computed based on those committed to prison for Chapter 901A offenses thus far. Average length of stay prior to passage of this law was accomplished by examining the average length of stay by year for the offense class that admitted sexual predators would have otherwise received. Note that a few of these predators who were sentenced to short terms have been released, with relatively short average length-of-stay. This is reflected in data for FY05-FY09. Over time it is expected that the length-of-stay for this group will increase, eventually approaching the original estimated length-of-stay for this group.
- *Other length of stay data* through FY2003 are based on samples of released prisoners, with data since FY04 based upon a census of departing inmates. These figures differ from average time-served data generated by the Board of Parole because: a) the data contained in this report include *all* types of releases, not just parole releases; b) the data contained in this report distinguish between first releases and re-releases; c) the data contained in this report exclude jail credit and other time not spent within the prison system; and d) BOP figures calculate the amount of time spent from admission to the parole *decision*, not actual release.
- “*Drunk Driving Initial Stay*” describes drunken drivers sentenced to prison who are awaiting placement at community-based treatment facilities.

Iowa’s prison population forecast is updated annually in order to take into consideration the most recent trends in prison admissions and average length of stay. While the model may be modified from year to year, its basic structure remains the same. When changes occur in justice system policy, however, forecast results may differ (occasionally substantially) from year to year. Trends may change from year-to-year as new statutes (e.g., new sex offender legislation) result in changes in admissions or length-of-stay. An example of how forecasts may change from year to year is found following the tables at the end of the report.

In addition to the statewide prison population forecast, CJPJ completes projections for the female inmate population, utilizing same ARIMA technique used for the total population. The inmate population of males is determined by subtracting the forecast for females from total projected inmates. This is a change from previous Forecasts, which used a straight-line technique to project the female population.

Forecasting Assumptions

- It is assumed that certain historical phenomena such as trends in population growth, prison admissions rates, and length of stay of prisoners will continue in the same direction or will change in explicitly stated ways (see below). It is further assumed that the data provided as measurements of these phenomena accurately reflect actual conditions.
- It is assumed that no catastrophic social or economic disruptions such as war or major depressions will occur during the projection period.
- It is assumed there will be no major legislative changes in the state criminal code or criminal procedures during the projection period.
- It is assumed there will be no major changes in judicial sentencing, parole board release policies, or probation/parole revocation policies and practices during the projection period.
- It is assumed that inmates serving 70% mandatory terms will be released midway between the expiration of their mandatory term and the 85% expiration of sentence.
- It is assumed that sex offenders will be released upon expiration of their sentences rather than being paroled or otherwise released.
- It is assumed that new prison admissions will increase by about 2.7 percent between FY2009 and FY2019.
- It is assumed that readmissions to prison will also increase by about 25 percent between FY2009 and FY2019.

Acknowledgments

The staff of Division of Criminal and Juvenile Justice Planning would like to thank the following agencies and individuals for contributing to this year's forecast report (CJJP remains solely responsible for the report's contents):

- For providing information on current and planned prison population capacities: John Baldwin, Director, Iowa Department of Corrections, and Lettie Prell, Research Director, Iowa Department of Corrections.
- For developing the original methodologies of our prison population forecasting and policy simulation tool: Mary Mande, former director of the Colorado Statistical Analysis Center and corrections research consultant.

APPENDIX: STATISTICAL TABLES

Table 1. Mid-Year Prison Populations and Capacities: Total					
Year	Total Inmates June 30th	Increase (Decrease)	% Change	Total Prison Capacity	Population as % of Capacity
1999	7,230	(201)	-2.7%	5,801	124.6%
2000	7,635	405	5.6%	6,772	112.7%
2001	8,083	448	5.9%	6,772	119.4%
2002	8,141	58	0.7%	6,772	120.2%
2003	8,361	220	2.7%	6,972	119.9%
2004	8,607	246	2.9%	6,989	123.2%
2005	8,577	(30)	-0.3%	7,215	118.9%
2006	8,658	81	0.9%	7,240	119.6%
2007	8,807	149	1.7%	7,256	121.4%
2008	8,618	(189)	-2.1%	7,414	116.2%
2009	8,453	(165)	-1.9%	7,414	114.0%
Forecast:					
2010	8,396	(57)	-0.7%	7,414	113.2%
2011	8,522	126	1.5%	7,314	116.5%
2012	8,601	79	0.9%	7,683	111.9%
2013	8,678	77	0.9%	7,842	110.7%
2014	8,801	123	1.4%	7,842	112.2%
2015	8,852	51	0.6%	7,842	112.9%
2016	8,912	60	0.7%	7,842	113.6%
2017	8,958	46	1.2%	7,842	114.2%
2018	8,999	41	1.0%	7,842	114.8%
2019	9,025	26	0.7%	7,842	115.1%

Note: Populations exclude sex offender civil commitment unit.

Source: E-1 Reports and ICON, Iowa Department of Corrections; forecast by CJJP

Table 2. Mid-Year Prison Populations and Capacities: Females					
Year	# Women June 30th	Increase (Decrease)	% Change	Capacity for Women	Popula- tion as% of Capacity
1999	541	(75)	-12.2%	460	117.6%
2000	604	63	11.6%	573	105.4%
2001	641	37	6.1%	573	111.9%
2002	670	29	4.5%	573	116.9%
2003	704	34	5.1%	573	122.9%
2004	723	19	2.7%	573	126.2%
2005	754	31	4.3%	573	131.6%
2006	718	(36)	-4.8%	573	125.3%
2007	761	43	6.0%	573	132.8%
2008	740	(21)	-2.8%	573	129.1%
2009	669	12	-9.6%	573	116.8%
Forecast:					
2010	728	59	8.8%	573	127.1%
2011	726	(2)	-0.3%	573	126.7%
2012	739	13	1.8%	822	89.9%
2013	746	7	0.9%	822	90.8%
2014	752	6	0.8%	822	91.5%
2015	755	3	0.4%	822	91.8%
2016	756	1	0.1%	822	92.0%
2017	752	(4)	-0.4%	822	91.5%
2018	751	(1)	-0.7%	822	91.4%
2019	750	(1)	-0.3%	822	91.2%

Note: Mid-year 1999 population and capacity do not include Iowa inmates temporarily housed out-of-state and the beds utilized in the prison out of state.

Source: E-1 Reports and ICON; forecast by CJPJ

Table 3. Mid-Year Prison Populations and Capacities: Males					
Year	# Men June 30th	Increase (Decrease)	% Change	Capacity For Men	Population as % of Capacity
1999	6,689	(126)	-1.8%	5,341	125.2%
2000	7,031	342	5.1%	6,199	113.4%
2001	7,442	411	5.8%	6,199	120.1%
2002	7,471	29	0.4%	6,199	120.5%
2003	7,657	186	2.5%	6,399	119.7%
2004	7,884	227	3.0%	6,416	122.9%
2005	7,823	(61)	-0.8%	6,642	117.8%
2006	7,940	117	1.5%	6,667	119.1%
2007	8,046	106	1.3%	6,683	120.4%
2008	7,878	(168)	-2.1%	6,841	115.2%
2009	7,784	(94)	-1.2%	6,841	113.8%
Forecast:					
2010	7,668	(116)	-1.5%	6,741	113.8%
2011	7,796	128	1.7%	6,741	115.7%
2012	7,862	66	0.8%	6,861	114.6%
2013	7,932	70	0.9%	7,020	113.0%
2014	8,049	117	1.5%	7,020	114.7%
2015	8,097	48	0.6%	7,020	115.3%
2016	8,156	59	0.7%	7,020	116.2%
2017	8,206	50	0.6%	7,020	116.9%
2018	8,248	42	0.5%	7,020	117.5%
2019	8,275	27	0.3%	7,020	117.9%

Note: Populations exclude sex offender civil commitment unit.

Source: E-1 Reports and ICON; forecast by CJJP.

Table 4. Inmate Average Length Of Stay (In Months)

	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	% Chng 1999- 2009
*No Parole - Murder-2nd	510.0	510.0	510.0	510.0	510.0	510.0	510.0	464.1	--	--	--	
*No Parole - Other Class B	--	--	--	--	--	--	--	--	43.0	78.7	95.1	
*No Parole - Class C	102.0	102.0	102.0	102.0	102.0	102.0	84.0	86.0	88.3	89.8	89.1	-12.6%
*No Parole - Sex Predators	144.0	144.0	144.0	144.0	144.0	144.0	33.0	44.0	30.8	80.8	47.5	-67.0%
B Felony Persons	135.0	96.0	112.0	111.0	135.0	114.0	124.0	114.0	120.6	134.4	117.4	-13.0%
B Felony Non-Persons	17.0	41.0	44.0	32.0	33.0	35.0	36.4	31.0	34.2	40.3	36.5	114.7%
B Felony Sex						127.0	146.0	134.0	132.3	158.8	173.7	
C Felony Persons	46.0	50.0	51.0	52.0	48.0	43.0	40.0	36.0	44.9	46.2	44.5	-3.3%
C Felony Non-Persons	24.0	24.0	24.0	22.0	20.0	20.0	20.5	20.0	19.8	21.3	21.8	-9.2%
C Felony Sex						57.0	53.0	53.0	56.8	53.9	57.5	
D Felony Persons	22.0	24.0	25.0	23.0	23.0	19.0	19.0	19.0	20.1	19.3	21.0	-4.5%
D Felony Non-Persons	16.0	16.0	15.0	15.0	13.0	13.0	12.5	12.0	12.4	13.3	14.1	-11.9%
D Felony Sex						29.0	32.0	26.0	31.1	31.5	35.2	
Other Felony	57.0	47.0	44.0	41.0	35.0	38.0	33.3	35.0	33.4	41.6	44.7	-21.6%
Other Felony Non-Persons						35.0	32.0	32.0	33.4	39.8	40.9	
Other Felony Persons						42.0	64.0	79.0	64.5	41.3	80.7	
Other Felony Sex						80.0	25.0	33.0	78.1	80.8	92.3	
Agg Misdemeanor Persons	11.0	11.0	10.0	9.0	10.0	10.0	9.0	9.0	9.3	9.9	10.5	-4.5%
Agg Misd. Non-Persons	9.0	9.0	9.0	8.0	7.0	7.0	6.5	7.0	7.5	7.6	8.0	-11.1%
Agg Misdemeanor Sex						11.0	12.0	9.0	9.4	14.2	12.5	
Serious Misdemeanor	6.0	8.0	8.0	7.0	8.0	7.0	6.3	5.0	6.6	6.4	10.8	80.0%
Drunk Driving Initial Stay	4.0	3.0	2.0	5.0	6.0	5.0	5.2	5.0	6.0	5.7	6.6	65.0%
All New Admissions						19.6	20.5	19.2	20.1	21.4	22.5	
Readmissions:												
B Felony	63.0	30.0	27.0	16.0	23.0	27.0	22.9	18.0	22.1	21.3	19.9	-68.4%
C Felony	22.0	19.0	18.0	14.0	12.0	12.0	13.0	12.0	11.8	12.9	16.1	-26.8%
D Felony	12.0	13.0	11.0	10.0	9.0	8.0	9.1	9.0	8.5	9.9	9.8	-18.3%
Other Felony	33.0	24.0	20.0	21.0	14.0	22.0	18.3	13.0	15.8	25.8	23.9	-27.6%
Drunk Driving Returns						8.0	10.0	9.0	9.1	10.7	9.8	
All Misdemeanors	9.0	9.0	7.0	8.0	6.0	6.0	6.0	5.0	5.3	6.5	6.5	-27.8%
Violator Placement	2.0	4.0	5.0	5.0	5.0	4.0	4.9	5.0	4.7	4.6	3.8	90.0%
All Returns (no Violators/Safekeepers)						11.2	11.8	10.4	10.8	12.7	14.2	

Source::ICON, compiled by CJP 08/24/09

Assumption: Those serving 70% sentences (i.e., "no paroles") released midway between 70% and 85%

Three Class B 70% released by court order in FY09; three others released to Compact housing; two others died.

Notes: All data prior to FY2004 are based on samples of exiting prisoners, typically those released during the first 4-6 months of the calendar year. Figures since FY04 are based upon actual time served for all releases. "No parole" groups marked with an asterisk (*) reflect sentences under Section 902.12 or Chapter 901A, effective for persons committing certain violent crimes after July 1, 1996. Time served from 1998-2008 denotes *expected* length of stay unless there have been actual releases in those categories.

Length-of-stay for sex offenders prior to FY04 is not currently available. Figures for "persons" offenders prior to FY04 include sex offender releases. Figures for FY04 and thereafter do not. For further explanation of forecasting categories and time served calculations, please refer to the section, *Forecasting the Prison Population*.

Table 5. Prison Releases by Release Reason: FY1999-2009

	FY1999	FY2000	FY2001	FY2002	FY2003	FY2004	FY2005	FY2006	FY2007	FY2008	FY2009	% Change FY1999-2009
To Parole	1,599	1,311	1,336	2,080	2,301	2,053	2,305	2,307	1,758	1,645	1,399	-12.5%
To Work Release	972	1,197	1,120	1,209	1,163	1,272	1,334	1,304	1,271	1,283	1,095	12.7%
To OWI Facility	310	319	264	215	214	221	199	209	198	207	162	-47.7%
Expiration of Sentence	781	904	927	794	989	972	1,035	1,081	1,202	1,359	1,439	84.3%
To Shock Probation	262	225	273	252	222	197	175	177	177	159	140	-46.6%
Other Violator Releases	457	300	251	276	370	398	481	495	477	382	243	-46.8%
Escapes	3	5	3	1	5	1	0	5	1	-	1	-66.7%
Other Final Discharges	13	16	11	11	18	19	7	48	23	20	72	453.8%
Other Releases	259	228	609	633	747	772	838	606	650	464	1,524	488.4%
<i>Total Releases</i>	4,656	4,505	4,794	5,471	6,029	5,905	6,374	6,232	5,757	5,519	6,075	30.5%

Source: E-1 Reports and ICON.

Table 6. Prison Admissions by Admission Reason: FY1999-2009

	FY1999	FY2000	FY2001	FY2002	FY2003	FY2004	FY2005	FY2006	FY2007	FY2008	FY2009	% Change, FY1999-2009
New Court Commitments	2,054	2,201	2,139	2,057	2,210	1,971	2,006	2,094	1,946	1,773	1,598	-22.2%
New/Probation Revocations	950	1013	1,156	1,322	1,484	1,454	1,512	1,516	1,412	1,367	1,335	40.5%
Special Sentence Revocation- new	0	0	0	0	0	0	0	0	0	5	14	--
<i>Sub-Total, New Admissions</i>	3,004	3,214	3,295	3,379	3,694	3,425	3,518	3,610	3,358	3,145	2,947	-1.9%
Parole Returns	331	405	495	552	725	762	809	970	957	859	768	132.0%
Parole - Violator Program	124	74	43	69	76	70	69	75	93	50	35	-71.8%
Probation - Violator Program	447	279	256	309	368	403	394	376	352	279	235	-47.4%
Work Release - Viol. Program	7	17	13	8	9	34	22	13	11	6	8	14.3%
Total Violator Placements	578	370	312	386	453	507	485	464	456	338	278	-51.9%
Shock Probation Returns	82	85	80	136	93	80	82	85	65	63	58	-29.3%
Escape Returns	130	185	194	216	275	291	84	6	1	1	1	-99.2%
Work Release Returns	95	138	182	165	201	232	466	471	479	376	347	265.3%
OWI Facility Returns	81	50	53	68	55	80	90	85	76	76	77	-4.9%
Special Sentence Revocation- return										2	16	--
<i>Sub-Total, Re-Admissions</i>	1,297	1,233	1,316	1,523	1,802	1,952	2,016	2,081	2,034	1,713	1,545	19.1%
Other Admissions	153	465	637	645	753	723	717	637	512	528	1,552	914.4%
<i>Total Admissions</i>	4,454	4,912	5,248	5,547	6,249	6,100	6,251	6,328	5,904	5,386	6,044	35.7%

	FY1999	FY2000	FY2001	FY2002	FY2003	FY2004	FY2005	FY2006	FY2007	FY2008	FY2009	% Change,
New Court Commitments	2,054	2,201	2,139	2,057	2,210	1,971	2,006	2,094	1,946	1,773	1,598	-22.2%
New/Probation Revocations	950	1,013	1,156	1,322	1,484	1,454	1,512	1,516	1,412	1,367	1,335	40.5%
Re-Admissions	1,297	1,233	1,316	1,523	1,802	1,952	2,016	2,081	2,034	1,713	1,545	19.1%
Other Admissions	153	465	637	645	753	723	717	637	512	528	1,552	914.4%

Note: admission figures may vary slightly from previous publications.

Source: ACDS and ICON

Table 7. Prison Admissions: Actual and Projected

	New Admissions:			Readmissions:	
	#	% Change		#	% Change
Actual:					
FY1999	3,004	-6%		1,297	-10%
FY2000	3,214	7%		1,233	-5%
FY2001	3,295	3%		1,316	7%
FY2002	3,379	3%		1,659	26%
FY2003	3,694	9%		1,819	10%
FY2004	3,425	-7%		1,996	10%
FY2005	3,518	3%		2,064	3%
FY2006	3,610	3%		2,132	3%
FY2007	3,358	-7%		2,088	-2%
FY2008	3,145	-6%		1,812	-13%
FY2009	2,889	-8%		1,531	-16%
Forecast					
FY2010	2,917	1%		1,764	22%
FY2011	2,883	-1%		1,874	6%
FY2012	2,925	1%		1,888	1%
FY2013	2,948	1%		1,902	1%
FY2014	2,975	1%		1,927	1%
FY2015	2,979	0%		1,940	1%
FY2016	2,995	1%		1,959	1%
FY2017	3,005	0%		1,973	1%
FY2018	3,017	0%		1,990	1%
FY2019	3,027	0%		2,004	1%

Note: For an explanation of forecast categories, please refer to the previous section, *Forecasting the Prison Population*.

Source: CJPJ, based on data obtained from the Adult Corrections Information System and Iowa Corrections Offender Network (ICON).

Table 8. New Prison Admissions by Offense Type (Detail)

Offense Type	FY1999	FY2000	FY2001	FY2002	FY2003	FY2004	FY2005	FY2006	FY2007	FY2008	FY2009	99-'09 % Change
Arson	18	16	18	16	19	27	23	27	27	27	15	-16.7%
Assault	296	339	345	406	422	354	406	461	441	443	443	49.7%
Burglary	375	432	391	341	356	378	377	388	392	371	339	-9.6%
Conspiracy	22	23	26	32	21	29	28	15	19	22	26	18.2%
Criminal Mischief	29	35	29	39	38	43	52	51	35	35	55	89.7%
Drug Offenses	663	839	901	960	1,091	1,101	1,048	986	879	795	683	3.0%
Flight/Escape	25	18	31	29	40	24	16	10	16	6	13	-48.0%
Forgery/Fraud	221	182	245	248	275	228	245	272	233	197	141	-36.2%
Kidnapping	16	13	10	5	16	11	12	15	10	23	21	31.3%
Murder/Manslaughter	43	49	46	42	66	33	63	55	56	53	47	9.3%
OWI	382	344	302	261	287	263	241	311	264	271	286	-25.1%
Pimping/Prostitution	15	22	12	22	34	27	31	17	15	12	8	-46.7%
Robbery	95	120	88	72	81	69	72	54	62	60	52	-45.3%
Sex Offenses	221	208	269	261	234	213	262	264	233	205	169	-23.5%
Sex Registry	18	12	11	25	22	35	37	69	86	69	69	283.3%
Special Sentence	0	0	0	0	0	0	0	0	0	5	15	
Theft	404	406	394	423	462	405	367	371	371	361	311	-23.0%
Traffic	60	64	68	89	108	110	123	125	102	96	75	25.0%
Weapons	57	52	56	53	66	34	55	63	54	35	39	-31.6%
All Other Offenses	44	40	53	55	56	41	60	56	63	59	84	90.9%
<i>Total New Admissions</i>	3,004	3,214	3,295	3,379	3,694	3,425	3,518	3,610	3,358	3,145	2,891	-3.8%

Table 9. New Prison Admissions by Offense Type: FY1999-2009												99-'09 % Change
	FY1999	FY2000	FY2001	FY2002	FY2003	FY2004	FY2005	FY2006	FY2007	FY2008	FY2009	
Drug	663	839	901	960	1,091	1,101	1,048	986	879	795	684	3.2%
Violent	476	565	529	550	625	505	604	612	584	584	612	28.6%
Sex	221	208	269	261	234	213	262	264	233	205	169	-23.5%
Property	1,036	1,044	1,063	1,056	1,126	1,064	1,042	1,096	1,043	991	846	-18.3%
OWI/Traffic	442	408	370	350	395	373	364	436	366	367	361	-18.3%
Other	166	150	163	202	223	169	198	216	253	203	219	31.9%
<i>Total New Admissions</i>	3,004	3,214	3,295	3,379	3,694	3,425	3,518	3,610	3,358	3,145	2,891	-3.8%

Notes: New admissions consist of court-ordered commitments and probation revocations. Figures may differ from previous reports due to recent corrections made in historical databases. Source: Adult Corrections Information System and Iowa Corrections Offender Network, compiled by CJJP.

Table 10. Forecasted Change in Prison Population, by Offense Class				
Offense Class	Actual on 6/30/2009	Estimated Population After:		
		One year	Five years	Ten years
A Felons (non-sex)	602	610	616	575
A Felons sex offenses	15	16	17	17
B Felons 70% sentences	330	362	506	634
B Felons 70% sex sentences	190	204	258	318
B Felons not vs. Persons	499	518	433	401
B Felons vs. Persons	358	375	389	418
B Felons sex offenses	97	92	78	55
Other Felons 70% sentences	18	22	33	51
Other Felons 85% sex offenses	35	35	39	38
Other Felons not vs. Persons	592	614	632	665
Other Felons vs. Persons	79	86	81	81
Other Felons sex offenses	18	22	25	27
C Felons 70% sentences	324	325	327	326
C Felons not vs. Persons	1,426	1,348	1,296	1,303
C Felons vs. Persons	436	415	359	332
C Felons sex offenses	678	673	584	536
D Felons not vs. Persons	1,272	1,232	1,409	1,441
D Felons vs. Persons	411	374	412	442
D Felons sex offenses	107	110	103	106
Agg. Misd. not vs. Persons	222	218	226	237
Agg. Misd. Vs. Persons	166	134	133	142
Agg. Misd. sex offenses	30	34	30	30
Serious Misdemeanants	15	15	19	19
OWI Offenders	300	298	312	324
Special Sentences	35	73	293	314
Violators	107	99	101	101
Safekeepers/Compact/Federal	91	91	91	91
Total Population	8,453	8,396	8,801	9,025
Total Sex Offenders	1,205	1,259	1,426	1,441
Total 70% Sentences	897	948	1,162	1,367

Projected Iowa Prison Populations, 2004, 2005, 2006, 2007, 2008, and 2009

